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UNITED STATES OF AMERICA

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THE FOURTH SESSION OF THE TRUSTEESHIP COUNCIL

by Vernon McKay

During the 48 meetings of its 9-week fourth session, held at Lake Success from January 24 to March 25, 1949, the United Nations Trusteeship Council adopted 40 resolutions¹ concerning the ten trust territories and the 17 million people under its supervision. A full agenda and a number of procedural snarls made the fourth session the longest thus far held. The Council completed its first general examination of five trust territories, dealt with 30 petitions, undertook a preliminary examination of the report of its first visiting mission to East Africa, and reached decisions on several additional problems. At the end of the fourth session, only two of the ten trust territories, Nauru and the Pacific Islands, were still unexamined.

STUDY OF WEST AFRICA

Although the Council devoted considerable attention to Western Samoa, Ruanda-Urundi, and Tanganyika, the main area of concentration at the fourth session was the humid, tropical region of West Africa lying just north of the equator. The four trust territories in this area—British Cameroons, British Togoland, French Cameroons, and French Togoland—are the homeland of approximately 5 million Africans. Formerly united in the two German colonies of Kamerun and Togo, these four territories were divided between the British and the French at the end of World War I.

While many similarities mark these West African countries, they are at the same time lands of contrast. They contain peoples of many lan-

guages and customs, including highly educated Christians in the coastal towns, primitive tribesmen in the pagan interior, and Africans of Moslem culture in the north. Primarily an agricultural people who raise their own food, the West Africans now produce for export a number of tropical rain-forest crops including rubber, cocoa beans, hardwoods, palm kernels and palm oil, and bananas.

A unique sight in the widely varied scenery of the four trust territories is the Cameroon Mountain, which rises abruptly from the sea to a height of 13,350 feet within 14 miles of the British Cameroons coast—a volcano which was in active eruption as recently as 1922. Debunscha, on the southwestern side of the mountain, had 494 inches of rain in 1946.² It is one of the wettest places in the world. In contrast, the Sudan area in the northern section of the Cameroons usually has less than 30 inches of rain a year. Rain falls in West Africa when it is summer at Lake Success; the winter months are a long and often difficult dry season.

MEMBERSHIP

The 12 council representatives who tackled trust-territory problems in this area were presided over by Ambassador Liu Chieh of China, who served as President. When Ambassador Liu Chieh was absent, Vice President Sir Alan C. M. Burns, of the United Kingdom, took the chair.

¹ Report on the Administration of the Cameroons Under United Kingdom Trusteeship for the year 1947 (London, H.M.S.O., 1948), pp. 1-3.

² U.N. doc. T/328.

The remaining representatives were:

J. D. L. Hood	Australia
Pierre Ryckmans	Belgium
Alberto Canas Escalante . . .	Costa Rica
Ambassador Roger Garreau .	France
Abdullah Bakr	Iraq
Ambassador Luis Padilla Nervo	Mexico
Sir Carl A. Berendsen	New Zealand
Judge Jose D. Ingles	Philippines
Aleksander A. Soldatov . . .	Union of Soviet Socialist Republics
Ambassador Francis B. Sayre	United States ³

During its discussions, the Council benefited from the participation of a number of special representatives, officials from the trust territories under consideration. Governor J. H. Cedile answered questions on French Togoland, Charles-Marie Watier on French Cameroons, D. A. F. Shute on British Cameroons, D. A. Sutherland on British Togoland, F. J. H. Grattan on Western Samoa, and Sir George R. Sandford on Tanganyika. Representatives of six specialized agencies of the United Nations also attended some of the Council's meetings.⁴

The membership of the Trusteeship Council, in accordance with article 86 (c) of the United Nations Charter, "is equally divided between those Members of the United Nations which administer trust territories and those which do not." At the fourth session the six administering members were Australia, Belgium, France, New Zealand, the United Kingdom, and the United States; the six nonadministering members were China and the Soviet Union, which are permanent members, and Costa Rica, Iraq, Mexico, and the Philippines, which are elected for 3-year terms by the General Assembly. The terms of Iraq and Mexico expire in 1949, and those of Costa Rica and the Philippines in 1950.

DECISIONS OF THE COUNCIL

The Council's work was impeded by numerous tie votes in which the six administering members lined up on one side of a proposal and the six non-administering members on the other. In such

³In addition to Ambassador Sayre, the U.S. delegation was composed of Deputy Representative Benjamin Gerig and Advisers Vernon McKay and William L. Yeomans.

⁴U.N. doc. T/262.

instances, in accordance with the Council's rules of procedure,⁵ a second vote was taken after a brief recess. The cleavage between the two sides, however, was so sharp at the fourth session that the second ballot was almost a useless formality.

Despite this difficulty, the members of the Council were able to agree upon many forward-looking and constructive recommendations. The three principal functions of the Council, under the authority of the General Assembly, are (1) to examine annual reports on the trust territories submitted by the administering authorities on the basis of a questionnaire formulated by the Council, (2) to accept and examine in consultation with the administering authority oral or written petitions concerning the trust territories, and (3) to send periodic visiting missions to the trust territories at times agreed upon with the administering authority. On the basis of these detailed examinations the Trusteeship Council, like the Permanent Mandates Commission, makes recommendations to the administering authorities with the aim of promoting the political, economic, social, and educational advancement of the trust territories. The Council submits its own annual report to the General Assembly, where the work of the Council is regularly reviewed in the Fourth Committee.

Reports of the Administering Authorities

Ambassador Francis B. Sayre, of the United States delegation, on February 25 opened the general discussion of the five annual reports submitted by the administering authorities. Repeating a remark he had made at the third session, Ambassador Sayre commented that the Council's report to the General Assembly could "gain strength through brevity."⁶

The United States delegation hoped that the Council would limit its conclusions and recommendations to a small number of major problems, thus giving the administering authorities specific and practicable goals to work toward during the coming year. This hope was unrealized, however, for each delegation had observations, conclusions, and recommendations which it wished to include in the report. The Council consequently adopted 15 conclusions and recommendations concerning the British Cameroons, 14 on British Togoland, 24 on

⁵U.N. doc. T/1/Rev. 1.

⁶U.N. doc. T/P.V. 142.

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French Cameroons, 20 on French Togoland, and 11 on Western Samoa. In addition the report to the General Assembly contains a long section of comments and observations by individual representatives on each territory. In the drafting committee the administering members had attempted unsuccessfully to prevent the inclusion of these individual observations in the report. They believed that it was proper to include in the report to the Assembly only those conclusions and recommendations adopted by majority vote. Individual observations, they pointed out, were available in the Council's records.

BRITISH CAMEROONS

Adopted on March 25 by a vote of 8 to 0, the Council's report to the Assembly on the annual report on the British Cameroons made 15 recommendations to the administering authority to improve the political, economic, social, and educational life of the inhabitants.⁷

In the political field the Council recommended that the administering authority consider the possibility of establishing as soon as practicable such democratic reforms as would eventually give the people the right of suffrage and an increasing degree of participation in the executive, legislative, and judicial organs of government preparatory to self-government or independence. With regard to economic advancement, the Council was primarily concerned with the operations of the Cameroons Development Corporation, a government corporation which administers "for the use and common benefit of the inhabitants" certain lands formerly owned by Germans. In particular the Council recommended that the administering authority consider the possibility of shortening the period of 35 years during which, under present arrangements, the earnings of the corporation are partly employed to liquidate the purchase price of the lands. In the sphere of social advancement, the Council adopted a number of recommendations on the abolition of child marriage, the raising of wages and standards of living, the abolition of corporal punishment, the halting of deportation of indigenous inhabitants, and the increase of medical and health facilities. In the educational field, the Council urged the administering authority to press forward vigorously in its efforts to develop

and increase educational facilities, particularly in the Northern Provinces.

The Council found that the examination of conditions in the British Cameroons was complicated by the fact that the trust territory was integrated for administrative purposes with the neighboring British territory of Nigeria. As a result, the Council recommended that, pending a final solution of the question of this administrative arrangement, the administering authority institute measures such as budgetary autonomy for the trust territory and provide more precise and separate data on its administration.

BRITISH TOGOLAND

The Council's report on British Togoland was adopted on March 25 by a vote of 9 to 0.⁸ Since administrative arrangements and general conditions in British Togoland are similar to those in the British Cameroons, the Council's 14 conclusions and recommendations to the administering authority were largely identical with those adopted for the latter territory. By a vote of 8 to 2 the Council did add one recommendation to those already adopted by its drafting committee of the whole. Introduced by the representative of the Philippines, this proposal, as amended and adopted, recommended that the administering authority "review from time to time its policy with respect to the cocoa industry to the end that the cocoa producer may get the most direct benefits out of his cocoa produce." Cocoa beans are the main export in British Togoland. This was the only recommendation which the Council added to any of the five territorial reports formulated by its drafting committee of the whole.

FRENCH CAMEROONS

The two annual reports submitted by France reveal many differences between British and French policy in West Africa. The Council's report on the French Cameroons was adopted on March 25 by a vote of 7 to 0.⁹

Of its 24 conclusions and recommendations, 8 cover the subject of political advancement. The Council commended France for taking steps to

⁷ *Ibid.*, p. 20. For text of report as adopted by the drafting committee, see U.N. doc. T/287.

⁸ *Ibid.*, p. 35. For text of report, as adopted by the drafting committee, see U.N. doc. T/277.

⁹ U.N. doc. T/SR 164, p. 14. For text of report as adopted by the drafting committee, see U.N. doc. T/286.

bring about universal suffrage and for establishing a representative assembly in the territory. The Council welcomed the assurance that the inhabitants would have the right at the appropriate time to determine for themselves whether they should remain in the French Union or assume a status of independence outside the Union. The administering authority was also commended for abolishing in 1946 the *indigénat*, a system under which administrative officers, rather than judges, sentenced Africans to fines or imprisonment for certain offenses. The administering authority was asked, however, to intensify its efforts to bring about greater participation of the indigenous population in responsible posts in the administrative and judicial services.

The Council expressed greater concern about economic conditions in the territory and recommended that the administering authority do everything in its power, by making grants and loans or giving other forms of assistance, to encourage and enable Africans to take a full part in industrial development. It also noted with concern that wage rates were frequently low and sometimes did not exceed the minimum subsistence level and recommended that the administering authority carry out a special study of wages and standards of living and take all possible measures to raise them. At the same time the Council expressed its appreciation for the administering authority's 10-year plan to improve economic and social conditions.

In the social field, the Council passed recommendations concerning the movement of population in the trust territory, the implementation of the administration's policy of eliminating racial discrimination, the enactment of suitable labor legislation, the need for doctors and nurses, and the prison system.

With regard to educational advancement, the Council commended the administering authority for establishing free public schools, but expressed the opinion that "the development of public education, permanent literacy, and higher education should be further intensified." The administering authority was also urged to study the possibility of relaxing the requirement of a knowledge of the French language for a holder of public office.

FRENCH TOGOLAND

By a vote of 6 to 6 the Trusteeship Council failed to adopt the report of its drafting committee on

French Togoland.¹⁰ The drafting committee's 20 conclusions and recommendations on French Togoland were very similar to those already adopted for the French Cameroons report. The Council's failure to approve a report on French Togoland, therefore, was not caused by any controversy over conclusions and recommendations. It was the result of a complicated procedural dispute which arose out of the action of the French and Soviet delegations. The French delegation, in protest against a number of sweeping Soviet allegations included in the individual observations in the report, submitted certain observations which in strong language contradicted the Soviet views. The Soviet representative then announced that if the Council decided to include these French observations in the report, he wished to formulate a number of counterobservations. However, when the nonadministering members voted against the French observations they failed to pass by a 6 to 6 ballot.¹¹

The Council then voted on part II of the drafting committee's report, which contained the individual Soviet observations to which the French objected. This time it was the six administering authorities who voted "no," thereby rejecting part II and striking all individual observations out of the report. In retaliation the nonadministering authorities then united in voting down 6 to 6 the report as a whole since it contained only parts I and III.¹² In this connection, it should be noted that on the preceding day, March 24, the Council had voted 9 to 1 to reverse the order of parts II and III in the reports. In the future, part II will be the "Conclusions and Recommendations of the Council", and part III the "Observations of Individual Representatives." Part I is an "Outline of General Conditions as stated in the report of the Administering Authority and by the Special Representative." This change had been made as part of a compromise over the disagreement as to whether individual observations should be included in the Council's report. A further element in this compromise is contained in a statement by the President that the new part III could include "any counterobservations or corrections that members might deem necessary for accuracy . . .

¹⁰ *Ibid.*, p. 37. For text of report, as adopted by the drafting committee, see U.N. doc. T/278.

¹¹ *Ibid.*, p. 36.

¹² *Ibid.*, p. 37.

even if they were not immediately available, so long as the Council decided to include them."¹³

From what occurred later, it appears that the nonadministering members interpreted this statement to mean that both the French and the Soviet counterobservations would be included. In a previous vote on the French Cameroons report, however, the administering members voted to reject the Soviet counterobservations after the nonadministering members agreed to admit the French observations. It was this action which caused the nonadministering members to reject the French counterobservations on the French Togoland report, thereby precipitating the impasse which resulted in the Council's failure to adopt this report.

The administering members had a different understanding of the compromise. They had agreed to leave individual observations in the report, but felt that in return the nonadministering members should allow an administering authority, in this case France, to answer charges against its administration.

WESTERN SAMOA

The annual report of New Zealand on the administration of Western Samoa was more favorably received in the Trusteeship Council than the reports on the four West African trust territories. By a vote of 10 to 0, the Trusteeship Council on March 25 adopted 11 conclusions and recommendations expressing general satisfaction with conditions in the territory.¹⁴ The Council recommended that consideration be given to the introduction of a system of universal suffrage in Western Samoa, that secondary industries be introduced in the territory, and that an over-all plan of economic development be elaborated. It requested the administering authority to intensify efforts to increase health and educational facilities.

SOVIET RECOMMENDATIONS

During the Council's voting on the conclusions and recommendations adopted by the drafting committee of the whole, the Soviet representative sought to add to each of the five reports a number of recommendations which had already been voted down in the drafting committee. All of these recommendations, 24 in number, were voted down by the Council. The six administering authorities

voted against every Soviet proposal. On only one of the 24 proposals did a nonadministering authority vote with the six administering authorities. On seven of the Soviet recommendations, however, the other five nonadministering authorities joined the Soviet Union, thus making the vote 6 to 6.¹⁵ The nonadministering vote on the remaining 16 proposals varied.

Decisions on Petitions

At its fourth session the Council adopted resolutions on 30 petitions for the improvement of conditions in trust territories. The Council took action on two of these petitions, decided that no action was called for on eleven others, and postponed action on the remainder. Two petitions were referred to the 1949 Visiting Mission to West Africa for further investigation. The two petitions on which the Council made recommendations to the administering authority were from Asians in the trust territory of Ruanda-Urundi under Belgian administration. Alleging that Belgian authorities practiced racial discrimination against Asians, both petitioners protested against administrative orders to deport them from the trust territory. The first petitioner, Mulla Atta Muhammad, stated that he had been a resident of Ruanda-Urundi for over 16 years,¹⁶ and the second petitioner, Mussa Kackeset bin Kalimba, asserted that he had lived in the territory for 8 years.¹⁷ The observations of the administering authority, however, made it clear that both petitioners had been convicted by competent courts for offenses against the law.

The Council nonetheless recommended that the case of Mulla Atta Muhammad "be re-examined by the administering authority in a spirit of leniency," and that the case of Mussa Kackeset bin Kalimba "be re-examined with a view to determining whether it would be possible to allow the petitioner to return to the trust territory."¹⁸ Moreover, at the thirty-eighth meeting on March 18, 1949, the Council by a vote of 7 to 0 adopted a joint Philippines-United Kingdom resolution recommending that Belgium "should review all

¹³ U.N. doc. T/SR 162, p. 14.

¹⁴ U.N. doc. T/SR 164, p. 14. For text of report, as adopted by the drafting committee, see U.N. doc. T/275.

¹⁵ In certain instances the Soviet representative submitted the same proposals for different territories. For text of these Soviet recommendations, see U.N. doc. T/SR 163, pp. 2-11 and T/SR 164, pp. 7-10, 23-24.

¹⁶ U.N. doc. T/PET. 3/2.

¹⁷ U.N. doc. T/PET. 3/10.

¹⁸ U.N. doc. T/328, pp. 13-14, 17.

legislation involving racial discrimination, particularly the law on residents, land tenure, alcoholic beverages, firearms, and the penitentiary system."¹⁹

In reply to a question of the Philippine delegate, the President stated that every petitioner who had raised the question of racial discrimination would be furnished a copy of this resolution. The Council also adopted, on March 23, a resolution urging the United Kingdom to further intensify its efforts to eliminate racial discrimination in Tanganyika.²⁰

The Council's work on petitions at the fourth session was complicated by the fact that 22 petitions were included in the report of the Visiting Mission to East Africa. Since the final examination of this report was postponed until the fifth session, the problem arose as to whether or not petitions concerning Ruanda-Urundi and Tanganyika should also be postponed. In general the Council decided to take action on personal requests in those petitions included in the report of the Visiting Mission, but to postpone action on general questions raised by the petitioners.

Report of Visiting Mission to East Africa

Considerable disagreement arose at the fourth session over the action to be taken by the Council on the report of the Visiting Mission to East Africa. At the opening meeting, on January 24, the representative of the United Kingdom reserved the right to move at a later date that the examination of this report be deferred until the fifth session. The President, however, commented that in the interests of the international trusteeship system, reports of visiting missions should be considered at the earliest possible time. He also pointed out that a number of petitions examined by the visiting mission were included in the report and were now on the Council's agenda. After other delegates had expressed conflicting opinions on this question, the Council decided to accept the suggestion of the United States delegation that the Council should give the report of the visiting mission a preliminary examination during the fourth session and withhold its conclusions until the fifth session.²¹ The observations of the admin-

istering authorities concerning the report might then be available to the Council. In accordance with this decision, the Council therefore gave the report a preliminary examination during eight meetings between March 3 and March 18.²²

Selection of Visiting Mission to West Africa

In keeping with its practice of sending a visiting mission to certain trust territories each year, the Council selected four members of a 1949 visiting mission to the four trust territories in West Africa. When the United Kingdom and French representatives pointed out that the only period during which the territories to be visited could be traversed without difficulty was the dry season beginning in November, the Council decided that the visiting mission should leave for West Africa at the beginning of November 1949.²³

After a statement from the Secretariat that the budget did not allow for more than four members of the visiting mission, Sir Alan Burns, of the United Kingdom, nominated Ambassador Sayre, of the United States, Ambassador Nervo, of Mexico, Mr. Ryckmans, of Belgium, and Mr. Khalidy, of Iraq. Mr. Soldatov, of the Soviet Union, then requested that his country be represented on the Mission. When Ambassador Nervo declined the nomination, Sir Alan, supported by the representative of France, suggested Mr. Noriega of Mexico. Ambassador Nervo explained that Mr. Noriega would also be unable to go but that, if the Council wished, the Mexican delegation would consult its government about the possibility of suggesting another Mexican for appointment to the Mission.²⁴ The election was then postponed until March 21, when Mr. Soldatov asserted that as the representative of France seemed to object to having a Soviet national on the mission, the U. S. S. R. would not insist on its candidacy. The Council then voted 10 to 0 to elect Ambassador Sayre or Benjamin Gerig, of the United States, Mr. Ryckmans, of Belgium, Mr. Khalidy, of Iraq, and Mr. Abelardo Ponce Sotelo, of Mexico.²⁵

¹⁹ U.N. doc. T/P.V. 154.

²⁰ U.N. doc. T/328, pp. 9-10.

²¹ U.N. doc. T/SR 126, pp. 6-10.

²² U.N. docs. T/SR 147, 148, 149, 150, 154, 155, 156, 157.

²³ U.N. doc. T/SR 121, p. 16.

²⁴ *Ibid.*, p. 18.

²⁵ U.N. doc. T/SR 158, p. 18.

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Problems Referred to the Council by the General Assembly

The agenda of the fourth session also included three matters referred to the Council in resolutions adopted on November 18, 1948, by the third session of the General Assembly.

INVESTIGATION OF ADMINISTRATIVE UNIONS

Resolution 224 (III) of the General Assembly called upon the Trusteeship Council to investigate customs, fiscal, or administrative unions or federations between trust territories and adjacent territories under the sovereignty or control of administering authorities. The Assembly asked the Council to recommend safeguards to preserve the distinct political status of the trust territories and to request whenever appropriate advisory opinions of the International Court of Justice as to whether such unions are within the scope of, and compatible with, the stipulations of the Charter and the terms of the Trusteeship agreements as approved by the General Assembly.²⁶

To deal with this resolution the Council on January 27 appointed a six-member committee on administrative unions made up of France, New Zealand, the United States, China, Mexico, and the U.S.S.R. This committee was asked to "draw up an outline of the various aspects of the problem." By March 1 it was to give the Council the documentation then available and was to "report to the Council not later than three weeks before the opening of the Fifth Session."²⁷ On March 8, 9, and 10 the Council discussed the committee's Interim Report on available documentation.²⁸

The United Kingdom brought a special representative, Sir George Sandford, to answer questions on the East Africa Inter-Territorial Organization which links Kenya, Uganda, and Tanganyika in an administrative union. The Interim Report also presented material on administrative arrangements affecting British Cameroons, British Togoland, Ruanda-Urundi, and New Guinea. On March 10, the Council authorized the committee to study "the relations between France and the territories under French administration, as defined by French laws within the French Union."²⁹ Holding a total of 17 meetings, the committee con-

tinued to discuss the problem after the close of the fourth session. On June 3, it adopted a report which was a factual study of the problem and did not commit the delegations represented on the committee to any position on the question of administrative unions.³⁰ Any decisions and recommendations to be made were left to the Council.

EDUCATIONAL ADVANCEMENT IN TRUST TERRITORIES

A second of the three General Assembly resolutions of November 18, 1948, Resolution 225 (III), recommended that the Trusteeship Council request the administering authorities to intensify their efforts to increase educational facilities and to study the financial and technical implications of expanding higher education, "including the possibility of establishing in 1952 and maintaining a university."³¹ Since this Assembly recommendation proved to be a controversial subject, it was dealt with in two parts. On February 9, by a vote of 10 to 0, the Council adopted a resolution transmitting to the administering authorities all the Assembly recommendations except that regarding the university.³² To deal with the university problem, the United States delegation on February 17 submitted a draft resolution for the appointment of a four-member committee to make a preliminary study.³³ The delegate of the United Kingdom informed the Council that British, French, and Belgian representatives would discuss educational problems in their trust territories at a meeting in Paris in March. He felt that the proposed committee could do little good. If the Council wanted information regarding the proposal to establish a university, he suggested, the three powers could be asked to give it special attention at the Paris meeting.³⁴

On March 1, however, the United States draft resolution was adopted 9 to 1 with two amendments accepted by Ambassador Sayre.³⁵

The Committee was authorized to consult with the administering authorities concerned and "to call upon such technical experts as it may find desirable." It was asked to "report its findings and any recommendations before the end of the Fifth

²⁶ U.N. doc. T/338.

²⁷ U.N. doc. A/810, pp. 87-88.

²⁸ U.N. doc. T/SR 129, pp. 25-26.

²⁹ U.N. doc. T/239.

³⁰ U.N. doc. T/SR 145, p. 12.

³¹ *Ibid.*, p. 16.

Session.”³⁶ On March 25 the Council selected the United States, Australia, Mexico, and the Philippines for membership on this committee.

COMMENTS AND SUGGESTIONS OF THE GENERAL ASSEMBLY

A third Assembly Resolution, 223 (III), was disposed of more easily. It asked the Council to take into account the comments and suggestions made by Assembly members during the discussion of the Trusteeship Council's report to the Assembly. In accordance with this resolution, the Secretary-General submitted to the Council a document listing comments made in the Assembly on the report of the Trusteeship Council.³⁷

By a vote of 5 to 0 the Council adopted a resolution taking note of these comments and suggestions and agreeing to take them into account during the consideration of agenda items to which they were related.³⁸

Strategic Trust Territories

After the Security Council approved on April 2, 1947, the strategic area trusteeship agreement submitted by the United States for the former Japanese mandated Pacific islands, the Marshalls, Marianas, and Carolines, the Trusteeship Council and the Security Council held consultations on a working relationship for the supervision of this Trust Territory in accordance with paragraph 3 of article 83 of the Charter. On March 24 the Trusteeship Council adopted by a vote of 8 to 0 a procedure agreed upon with the Security Council which authorized the Trusteeship Council to undertake in strategic areas under trusteeship the examination of annual reports and petitions and the sending of visiting missions, subject to the terms of the relevant trusteeship agreement.³⁹ This action prepared the way for the Trusteeship Council to examine at its fifth session the Trust Territory of the Pacific islands under the administration of the United States. The United States had already submitted to the Secretary-General its first annual report on the Trust Territory.⁴⁰

³⁶ U.N. doc. T/328, pp. 26-27.

³⁷ U.N. doc. T/230.

³⁸ U.N. doc. T/SR 121, p. 12.

³⁹ U.N. doc. T/SR 162, p. 13.

⁴⁰ *Trust Territory of the Pacific Islands* (OP NAV-P22-100E), U.S. Navy Department, Washington, D.C., July 1948.

Relations With Specialized Agencies

Means of collaboration between the Trusteeship Council and the specialized agencies were discussed at the fourth session of the Trusteeship Council. Representatives of the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, and the International Labor Organization appeared at the Council table to make statements on this matter. On March 1 the Council adopted by a vote of 8 to 0 a draft resolution introduced by the Philippine delegation inviting the specialized agencies “to study the annual reports on the administration of trust territories with a view to making such observations and suggestions as they may consider proper in order to facilitate the work of the Trusteeship Council.” The resolution also requested the Secretary-General to “keep in close touch with the specialized agencies with a view to seeking their counsel and assistance in regard to matters with which they were concerned.”⁴¹

Rules of Procedure and Provisional Questionnaire

The Council also devoted attention to the problem of revising its rules of procedure and the provisional questionnaire which it submits to administering authorities as a basis for providing information in the annual reports. On January 26 it agreed to revise rule 72 in order to give the administering authority 6 months instead of 4 months in which to submit annual reports to the Council. Since the Council had decided earlier to make summary rather than verbatim records its official records, it also decided to strike out the word “verbatim” from rules 32, 46, 47, and 48.⁴²

During this discussion of rules of procedure, the Council adopted four suggestions to guide the Secretariat in dealing with petitions. The first suggestion concerned confidential petitions. The Council decided that a petitioner asking for confidential treatment of his petition should be informed that normally his identity should be made known. If the petitioner still insisted that his name be withheld, the petition might be referred to the Council's *ad hoc* committee on petitions. If the committee felt that the subject matter should be considered, it would transmit the petition to the Council but withhold the name of the petitioner.

⁴¹ U.N. doc. T/328, p. 2.

⁴² U.N. doc. T/SR 119, p. 9.

The second suggestion adopted dealt with lengthy petitions. It was decided that the Secretariat should first circulate a summary of a lengthy petition. The original petition should be circulated only if so decided by the Council, or by the President during the recess of the Council. The time limit for observations on petitions by the administering authorities was the subject of a third suggestion adopted by the Council. It was agreed, in order to allow more time to the administering authorities in the formulation of observations, to send copies of petitions received by the Secretary-General to the local authorities concerned as well as to the metropolitan governments.⁴³ The fourth suggestion discussed by the Council concerned anonymous petitions. It was decided that anonymous communications sent in as petitions should not be circulated as unrestricted documents, unless the Council decided otherwise.⁴⁴

The Council devoted several meetings to a long discussion precipitated by an unsuccessful Soviet proposal for a new rule which would have enabled representatives of the indigenous population to participate in the Council's examination of annual reports. Modified versions of this proposal were introduced by the representatives of the Philippines, China, and Mexico, but all were defeated.⁴⁵

On March 25 the Council decided to defer the revision of its questionnaire until the fifth session.

PROCEDURE OF THE COUNCIL

Conscious of the growing length of its discussions, the Council attempted at the fourth session to devise a time-saving procedure which would also improve the quality of its examination of annual reports. Previously the examination of reports had been conducted by oral questioning. By a vote of 8 to 1 the Council decided on January 25 to authorize its members to submit written questions which were to be classified by the Secretariat and transmitted to the special representative from each trust territory who appeared at the Council table during the examination of the report. Under this system, the special representative was required to submit written answers to these written questions. In order to reassure certain representatives who feared the plan might

⁴³ U.N. doc. T/SR 122, pp. 5-10.

⁴⁴ *Ibid.*, p. 13.

⁴⁵ U.N. docs. T/SR 122, 123, 124, 125. For text of Soviet proposal, see U.N. doc. T/235.

restrict the examination of the annual reports, the President pointed out that members might still ask the special representative oral questions.

At the fourth session, therefore, the procedure for examination of each annual report on the trust territories included seven steps: (1) an opening statement by the special representative; (2) the submission of written questions to the special representative; (3) the submission of written answers by the special representative; (4) supplementary oral questioning of the special representative; (5) general discussion of the annual report, including the expression by Council members of their individual observations, conclusions, and recommendations; (6) preparation by a drafting committee of the whole of separate reports on each trust territory, (7) approval by the Council of the drafting committee's reports for incorporation in the report of the Council to the General Assembly.⁴⁶

It is perhaps too early to decide whether the new procedure will accomplish its objectives of saving time and improving the quality of the Council's work. During the examination of the report on the French Cameroons, the special representative submitted replies to 133 written questions, many of which had several parts. In addition, on February 10, 11, and 14, he answered more than 90 oral questions, some in several parts. The result was a detailed examination although the new procedure may not have saved time. There was little uniformity, moreover, in the conduct of Council members. The Soviet delegation, for example, submitted no written questions, but asked many oral questions of each special representative.

At the final meeting of the fourth session, on March 25, the Belgian representative proposed that written questions be submitted to the administering authority in the future through the Secretary-General as soon as possible after receipt of the annual reports. This change might speed up the Council's work. The President expressed the hope that members of the Council would follow the procedure proposed by the delegate of Belgium, but suggested that discussion of the proposal be postponed until the next session.⁴⁷

New Type of Drafting Committee

In drafting reports to the Assembly on the trust territories of Ruanda-Urundi, New Guinea,

⁴⁶ U.N. doc. T/SR 118, pp. 3-14.

⁴⁷ U.N. doc. T/SR 164, p. 38.

and Tanganyika, the Council at its third session had employed small drafting committees of four members for each report. At its fourth session, however, the Council decided to form a drafting committee of the whole to prepare reports to the Assembly on each trust territory.⁴⁸ As a result, the 12 members of the Council, for three weeks during the month of March, met in the mornings as a drafting committee and in the afternoons at the Council table. This procedure gave every member of the Council an opportunity to express his view on each territory during the meetings of the drafting committee. The reports therefore took less time when they came before the Council for final adoption.

ACHIEVEMENTS

Despite controversies between administering and nonadministering members, the four sessions thus far held have demonstrated the Trusteeship Council's ability to improve conditions in the trust territories. As an agency which focuses world opinion on the problems of dependent peoples, the Council commands the attention of the administering authorities. Among constructive steps taken in response to Council recommendations are the granting of additional political rights to Western Samoans by New Zealand, and the beginning of steps to eliminate certain economic and cultural barriers dividing the Ewe people of French Togoland and British Togoland. Another promising development is the discussion of plans to improve higher educational facilities in the African trust territories, which took place at a conference of Belgian, British, and French representatives in Paris in March 1949.

The United States delegation has consistently endeavored to promote harmonious relations in the Council and to maintain a constructive, moderate position between the conflicting views of certain administering and nonadministering members. Other delegations have also expressed concern over the Council's tendency to split into two groups. As Ambassador Sayre remarked on February 3, "If the members of the Council sincerely desire to promote the progress of the population of the Trust Territories in an objective manner, they should not permit such a tendency to develop."⁴⁹

⁴⁸ U.N. doc. T/SR 118, pp. 10, 13-14.

⁴⁹ U.N. doc. T/SR 125, p. 2.

The danger in such a split is well illustrated by the Council's failure to adopt a report on French Togoland. Perhaps the growing realization of this danger may lead, in future sessions, to a partial restoration of the atmosphere of harmony which characterized the Council's first session.

Resolution on Administrative Unions

U. N. doc. T/379
Adopted July 18, 1949

The Trusteeship Council,

HAVING RECEIVED General Assembly resolution 224 (III) of 18 November 1948,

HAVING ESTABLISHED in accordance with this resolution a Committee on administrative unions,

HAVING RECEIVED an interim report¹ and a report² from this Committee and having examined these reports at its fourth and fifth sessions;

Transmits to the General Assembly the report of the Committee, the replies of the administering authorities to questions prepared by the Committee³ and other documentation collected by the Committee during its study;

Informs the General Assembly that in accordance with the penultimate paragraph of this resolution it will continue to study and examine the operation of existing or future administrative unions in all their aspects;

RECALLING that the General Assembly approved the Trusteeship Agreements upon the assurance of the Administering Powers that they do not consider the terms of the relevant articles in the Trusteeship Agreements "as giving powers to the Administering Authority to establish any form of political association between the Trust Territories respectively administered by them and adjacent territories which would involve annexation of the Trust Territories in any sense or would have the effect of extinguishing their status as Trust Territories";⁴

Notes the assurances by the Administering Authorities that the administrative arrangements under consideration do not extinguish the political identity of the Trust Territories;

Takes note of the assurances by the Administering Authorities that the administrative arrangements under consideration by the Council are not inconsistent with the objectives of the International Trusteeship System or with the terms of the Trusteeship Agreements:

Decides that in order to safeguard the identity and status of the Trust Territories, the Council should continue to study during its regular examination of conditions in Trust Territories the effects of existing or proposed administrative unions on the political, economic, educational and social advancement of the inhabitants, on the status of the Trust Territories as such and on their separate development as distinct entities;

Requests the Administering Authorities concerned to make the fullest possible effort to furnish in their annual reports separate records, statistics, and other information on each Trust Territory in order to safeguard the effective exercise of the Council's supervisory functions.

¹ T/263.

² T/338, T/338/Add. 1.

³ T/333, T/361/Add. 1.

⁴ See *Official Records of the second part of the first session of the General Assembly*, Fourth Committee, part I, p. 300.

THE UNITED NATIONS AND SPECIALIZED AGENCIES

U.S. Report on Trust Territory of the Pacific Islands

DISCUSSION IN THE TRUSTEESHIP COUNCIL

Remarks by Ambassador Francis B. Sayre¹

MR. PRESIDENT, in opening the discussion of the first report submitted by my government on the Trust Territory of the Pacific Islands, I should like to say just a word, if I may, as to the general nature of the problem before us.

The Trust Territory of the Pacific Islands, in physical and geographical characteristics, is unlike that of any other trust territory. The outstanding problem is one of immense distances by sea. From Tobi Island in the extreme west of the Carolines to Mili Island in the extreme east of the Marshalls is a distance of some 2,700 miles. The Trust Territory covers a sea area of some 3 million square miles—approximately as great as that of continental United States. In this vast archipelago lives a comparatively small population—not more than 53 thousand people—but widely scattered among some 64 different island groups.

Problems of transport and communication assume, therefore, a unique importance. Upon assured means of transport for island imports of living necessities and exports of copra and other island products, standards of living directly depend. Without assured means of transport and communication, schools cannot be established and coordinated and educational programs maintained; adequate sanitary standards cannot be enforced and disease successfully fought; social progress will be imperiled and emergency needs cannot be properly met. In other words, political, economic, educational, and social progress in this vast domain of scattered and far-flung islands is quite dependent upon adequate means of transportation and communication.

You see the physical nature of the task, then. It must be accomplished largely by means of ships and planes and barges and boats. In that sense it is essentially a maritime task, a sea job. It means the administration, not of a single land mass like Tanganyika or Togoland or the Cameroons, but of a multitude of far-flung islands, some large, some tiny, some mountainous with rugged scenery and considerable land areas, some low coral atolls, some with several thousand inhabitants, and others with only a few dozen, some characterized by a very primitive culture, others by a culture considerably more advanced.

The immense distances separating these various island populations make naturally for sharp diversities in language, in ways of living, in patterns of thought. Island groups separated through the centuries by great distances from each other are bound to develop diverse individual characteristics and peculiarities. As a result, as a study of the report makes clearly apparent, it is almost impossible to make generalizations applicable alike to all those island peoples. Each island people is a problem unto itself. Each island must be studied and understood individually. Also, as a result, the present natural loyalties and understandings of the people are distinctly local in character.

Nevertheless, all these island peoples have one general and common characteristic. They are likable. In spite of the succession of foreign rulers who have invaded their homes—Spanish, German, Japanese, and now American, each advancing new ideas of civilization—the people remain kindly, tolerant, patient of foreign ways, not resentful, but responsive and friendly. During my visit with them last month, everywhere I found unmistakable friendliness, a sincere appreciation

¹ Made on July 8, 1949, and released to the press by the U.S. Mission to the United Nations on the same date.

of American efforts and a ready response to the new vistas being opened up. I talked to the children in many of the schools and put questions to them; always I found them alert and eager and not slow of intellect. In the Teacher Training School at Truk and in the medical and nurses schools at Guam, I found again the same intellectual and friendly alertness. The people are to my mind of great promise.

The United States administration in setting out upon the task in hand seeks no financial gain or advantage for itself or its nationals. Under the trusteeship system—and I am sure I voice the thought of all of us—there is no room for colonial exploitation. The United States is seeking in every practicable way possible to assist the inhabitants in achieving through their own efforts a self-respecting position in the world and individual lives of increased personal dignity and broader individual opportunity.

During my recent trip to the Pacific Islands, I found in all the islands I visited faces turned toward the future and a prevailing atmosphere of hope. New things are astir. Directing and inspiring the work, under Admiral Radford, the High Commissioner, is Rear Admiral Leon S. Fiske, the Deputy High Commissioner of the Trust Territory, who, with his staff, is immediately responsible for the work. It makes me happy that he has been able to come to Lake Success, as the special representative of the United States, to make clear the picture and answer questions about the Trust Territory. It gives me great pleasure to introduce Admiral Fiske to the members of the Council. Mr. President, I suggest that as we now enter upon a discussion of the Trust Territory Admiral Fiske be invited to take a seat with us at the Council table.

Remarks by Rear Admiral Leon S. Fiske²

MR. PRESIDENT AND MEMBERS OF THE TRUSTEESHIP COUNCIL: It is a pleasure for me to meet the members of the Trusteeship Council as the United States special representative for the Trust Territory of the Pacific Islands and to discuss with you some of the background and problems of the area.

Geographically, the islands present a series of incongruous figures. The total area contained within the perimeter of the islands is approximately the area of the United States—nearly three million square miles, of which, however, only 687 square miles are land, the rest being the extensive stretches of the Pacific Ocean separating the 96 distinct island groups. Of these 96 island units,

² Made on July 7, 1949, and released to the press by the U.S. Mission to the United Nations on the same date. Admiral Fiske is Deputy High Commissioner of the Trust Territories of the Pacific Isles.

64 are inhabited; most of the rest are too small or lacking in resources to support a permanent population though they may be visited by neighbors from surrounding islands to gather coconuts, to fish, or to catch birds.

The islands constitute the major portion of Micronesia, literally, tiny islands. The name Micronesia distinguishes this area from Malaysia or Indonesia further west, Melanesia (black islands) to the south, and Polynesia (many islands) to the east. These distinctions are based not only on geography, but also on racial, linguistic, and ethnological factors.

The geology of the islands is very interesting. A vast submarine volcanic ridge stretches southward from Japan through the Bonins and Marianas, Yap, Palau, and the southwest islands to the western edge of New Guinea. A branch from this ridge extends through the eastern Carolines. The highest peaks emerge from the ocean in the form of islands and island clusters. Along the east side of this ridge there are trenches with depths up to some 30,000 feet. On the west side of this ridge the depths range to 12,000 feet. The islands of the Trust Territory formed by this volcanic ridge are usually referred to as the high islands, as contrasted to the islands of coral, which are called the low islands. The Marianas are high islands; the Carolines contain both high and low islands; the Marshalls are all low islands.

The climate and weather of these islands are, in general, tropical and rainy, characterized by small seasonal changes of the various climatic factors. Both the temperature and barometric pressure are remarkably uniform throughout the year. The maximum temperature seldom ranges above 90° or below 70°. The relative humidity will vary from 85 percent to 75 percent. This humidity, plus the tropical temperature, combine to provide an area of heavy rainfall. Over 100 inches of rain per year is not uncommon.

The total indigenous population of the Trust Territory is approximately 52,000, primarily located on the seven principal island units of Saipan, Palau, Yap, Truk, Ponape, Kusaie and Majuro. In most of the island groups the people are relatively nongregarious, and are scattered in small settlements along the coast and to some extent in the interior of the islands, thus making visits from field officers to these individual people an arduous and time-consuming task. It has been difficult to determine the exact population. However, under United States administration, vital statistics are being kept and figures are being revised constantly. The density of the population does not present a serious problem at present, except on a few small islands. The shortage of arable land is particularly acute in parts of the eastern Carolines. For example, Pingelap has 685 people on a land area of a little over two thirds (0.676) of a square mile and Kapingamangarangi has 511 people on one-half (0.521) square

mile. The importance of this problem is intensified by the fact that traditionally and by force of circumstances the inhabitants are dependent to a great extent for their food upon agricultural products produced locally. This land problem is one that will shortly have to be faced by the administering agency, especially in view of the high survival and birth rate now in existence. Transferring parts of the population to less densely settled areas may well have to be considered in the forthcoming years. Fortunately, Ponape, Truk, the Palauans, and Marianas will accommodate tens of thousands of additional inhabitants in a good agricultural environment.

The people of these islands, separated as they are by vast distances and often living in inaccessible areas, have developed a number of local differences in physical characteristics, language, and customs. At least eight distinct cultural groups have developed, each with its own language. Several of these contain subdivisions which differ so widely it is a question whether some of them should not be considered as separate groups. Those eight are the Chamorros in the northern Marianas, the Palauans, the Yapese, the Trukese, the Ponapians, the Polynesians in Kapingamarangi and Hukmoro, the Kuseians, and the Marshallese. While there is visiting back and forth and several colonies of people from one group exist in areas predominately populated by another, each group tends strongly to preserve its own identity to an extent closely approximating a national continent. These separate groupings must be constantly borne in mind in considering the problems of the Territory. It is not as yet in any sense a cultural or social unit. Physically the average Micronesian is of medium stature—5 feet 4 inches to 5 feet 5 inches for the males—with brown skin, straight to wavy hair, relatively little face and body hair, and rather high cheek bones. People in the western and central districts (Palau, Ponape, and Truk) tend to have Mongoloid type characteristics. By contrast, those in the Marshalls to the east appear to resemble their Polynesian neighbors, with longer and narrower hands and faces and narrower noses and lips. Of these various combinations, which characterize the various island groups, there are many examples of intermediate mixtures.

The entire population of the islands are thought by scientists to have descended from canoe-voyaging immigrants who came from the marginal islands in Malaysia, possibly before the Christian era. Some may have made purposeful voyages of exploration, others were probably carried eastward by westerly winds and storms, or by the counter equatorial current which runs eastward throughout southern Micronesia. This

Malaysian origin is clearly shown by the racial inheritance, language affiliations, and customs. It is also apparent from the useful plants and animals which the voyagers undoubtedly brought with them. The time of these migrations is obscure and even the islanders themselves have no clear knowledge of such migrations in their oral histories. Their myths and legends generally picture the people as originating in the areas they now occupy.

It takes very little imagination to picture the confused scene which existed in these islands upon their occupation by the United States. The conflicting and often diametrically opposed philosophies of the Spanish, the Germans, and the Japanese had been imposed on the native life in comparatively rapid succession. With each change of administration came new laws, new restrictions, and a different code of administrative principles; these changes and the effects of the war left the native mind confused, without loyalties, and certainly without ambition or initiative. It is easy to understand that, with these frequent uprootings of the accepted and the replanting of newer, untried philosophies, skepticism was the order of the day. With the inhabitants in this state of mind, ideas of industry, agriculture, transportation, and other sources of income were undeveloped and neglected. The people began to depend on foreign nationals who assumed control of the basic industries, and when the Orientals were repatriated and lifted from the economic scene, it left a vacuum which the inhabitants were not prepared to fill.

The Trust Territory is a land of anomalies and incongruities. Virtually any generalization concerning the peoples and conditions in the area has exceptions. A few people are highly educated. A few have surprising accumulations of wealth. Many have absorbed varying degrees of modern civilization. Predominantly, however, both the social and economic life of most of the inhabitants is organized on a clan, lineage, or extended family basis, each such group being largely self-sufficient, living close to nature and free of the complexities introduced by the industrial revolution. Under these conditions, the profit motive which stimulates action under a system of free enterprise, is looked upon with suspicion and disfavor and has little effect.

The Japanese added confusion to the normal easy tenor of the native existence by transplanting large numbers of inhabitants from their home islands to other areas. This was true of the Chamorros, about 250 of whom were moved from Saipan to Yap to act as labor supervisors and became an intermediate group working between the Japanese administrators and the less advanced Yapese. These displaced persons have recently voluntarily resettled on Tinian, an island adjacent to Saipan.

Educational problems were legion. Japanese

was the "lingua franca" of the islands. No textbooks existed in the native tongues. Under the Japanese, native instructors were not allowed to teach—they were merely glorified monitors—thus there were no trained staffs with which to reactivate an educational program. In addition, the schools and equipment had in most instances been destroyed by the war. Hence, the United States has been faced with building an educational program from the bottom up, including the restoration of school buildings, the training of teachers, and the printing and distribution of books and teaching aids. A curriculum had to be devised to fit the needs of the people and instructions issued to set the whole new educational system in motion.

During the Japanese regime, native agriculture suffered setbacks from which the inhabitants have not yet fully recovered. The Japanese took over the operation and management of the best lands and employed the Micronesians as laborers. Aside from copra production, agriculture was never an extensive source of income, but during the years prior to the war, the efforts of the local inhabitants degenerated into purely "subsistence farming." The breadfruit and banana trees, which required little attention, fortunately provided the bulk of the diet. The problems of rehabilitating devastated and neglected Japanese plantations, of reviving interest on the part of the inhabitants in commercial agricultural pursuits, of experiments in agronomy and plant selection have all been recognized and experienced personnel procured to provide the answers. In this connection it should be noted that a very intensive biological control program has been operating for approximately 2 years. This investigation into the control of injurious pests and insects by the importation of natural enemies was prompted by the very extensive damage done to the coconut trees by the coconut beetles. Wasps were brought by airplane from Zanzibar and the Malaysian peninsula in the hope that they would destroy the beetle grubs. A small beetle has been imported to counteract a scale which damages the breadfruit trees.

Another pest of the area is the giant African snail. This voracious destroyer, introduced by the Japanese, has damaged many of the crops upon which the local inhabitants depend. Breadfruit, papayas, vegetables of all kinds, in fact nearly all green foliage, fall to the appetite of this pest. It is a prolific breeder. Chemical measures of control have not proved entirely satisfactory due to the heavy rainfall. The importation of a small carnivorous snail, thought to be capable of controlling the African snail, has been under study in Honolulu to determine whether it would accomplish the desired results without in turn becoming

a pest. Controlled tests are being undertaken this summer.

All of these pests and many more, including mosquitoes and flies, are a problem which is constantly being attacked by quarantine officials, entomologists, and field scientists.

Another urgent problem faced by the civil administrators is the obviously important one of transportation. Before the war, the islanders enjoyed a great deal of freedom of movement through the media of their own outrigger sailing and paddle canoes. After the war, the islands were isolated because nearly all of their canoes had been destroyed. The administration is meeting the problem by furnishing surplus navy boat hulls to the inhabitants at a very nominal cost and assisting them to repair the boats and get them into operation. The canoe-building industry has been revived, and it is hoped that with some assistance from the administration, the islanders will eventually be able to transport the bulk of the copra, supplies, handicraft, and passengers now being carried in Navy bottoms within the territory.

Public health has received major attention from the administration. The inhabitants were found to be afflicted with many diseases. Yaws, intestinal parasites, skin infections and diseases, leprosy, and tuberculosis had made deep inroads into the general health level. With Navy doctors and corpsmen and indigenous nurses and laboratory technicians working often 15 to 18 hours a day and providing the islanders with every inducement to report for treatment and seeking out those who did not, the general health level is vastly improved. The incidence of yaws has been reduced from an estimated 90 percent to approximately 5 percent. A leprosarium has been established and a general health survey covering every inhabited island is now in progress, particularly to check on the exact extent of tuberculosis which is of great concern to the administration.

In the report submitted to the United Nations, the administering authority has attempted to present a full and frank account of the conditions in the Trust Territory of the Pacific Islands and to answer the provisional questionnaire in a straightforward manner. We invite questions on any matters not entirely clear.

Closing Remarks by Ambassador Sayre³

MR. PRESIDENT: I should like to comment, if I may, on the observations made in the Trusteeship Council on the United States report on the Trust Territory of the Pacific Islands.⁴ I should like to express the appreciation of my government for the comments and suggestions which, with the exception of one member, have been for the most

³ Made on July 13, 1949, and released to the press by the U.S. Mission to the United Nations on the same date.

⁴ The Trusteeship Council on July 21 approved, 8 to 0 with three abstentions, the report of its drafting committee

part helpful and constructive. My government will be happy carefully to consider and weigh these suggestions. My government, as I need scarcely repeat, is anxious in every practicable way to promote the political, economic, social, and educational advancement of the inhabitants of the Trust Territory.

At the outset of the debate on the report submitted by my government, both the special representative and myself pointed out to the Council certain outstanding factors which we felt essential to bear in mind in a true understanding of the problem. The general situation has been ably summarized by the Republic of Iraq. From some of the questions which were asked, however, I fear that certain of these factors may have been overlooked. The first of these is the primitive nature of a large portion of the population of the territory and the fact that they live largely on the food which they themselves produce—on a subsistence economy—without any extensive dependence upon money. In fact, many of them use such money as they may acquire in limited amounts for the purchase of imported "luxury" items, rather than for their real needs. Also, one must keep constantly in mind the vast sea distances which separate the far-flung islands of the Trust Territory with the resulting infrequency of inter-island visiting. A third factor is the resulting marked diversity among the island peoples and their cultures.

Another factor is that after the war, which caused widespread destruction, the 70 thousand Japanese who had managed and administered the government, the businesses, and the educational programs were repatriated leaving the entire territory without a vestige of the former administrative organization. Thus the administering authority had to assume immediately the task of

on U.S. administration of trust territories in the Pacific. The report will be presented to the Security Council.

The Council noted "with approval the extent to which purely local forms of self-government have been fostered and encouraged" in the former Japanese mandated islands. It recommended that the United States continue its efforts "to develop regional governmental organs on a representative and elective basis, and that it endeavor to bring representatives of the indigenous population into the territorial government."

On the economic side the Council "welcomed the declaration of the United States that it seeks no profit or aggrandizement from the trust territory." It also praised U.S. efforts to protect the island peoples against loss of their land and to promote "a sound program of economic development."

The Council recommended that the United States take all possible steps to raise living standards which may be below prewar levels because of war destruction. It also commended the U.S. plan to send promising students from the islands to Hawaii and the United States for higher education.

The Soviet Union abstained in the final vote for approval, as did New Zealand and the United States. Costa Rica was absent.

reconstructing the political, economic, and educational life from the ground up.

The great bulk of observations and criticisms made in the Council were by the Soviet representative. In commenting upon his observations, I should like to ignore many of his innuendos. My government believes that actions speak louder than words. We are content to let the record speak for itself. We believe that the Trusteeship Council was set up by the Charter of the United Nations not as a sounding board for propaganda but as an organization for the sincere consideration and promotion of the welfare of the inhabitants of trust territories. Upon that plane I should like to reply to the Soviet observations.

They manifested a profound difference of viewpoint and of philosophies with regard to the administration of trust territories. I should like to point out three of these fundamental differences, for they underlie much of the work of the Trusteeship Council and merit careful consideration and discussion.

The first of these is the problem of how best to serve the welfare of the inhabitants of such territories as are still dominated by the clan system in the gradual development of Western forms of democratic government.

The Soviet representatives declared (U. N. doc. T/P. V. 182, p. 51) :

On the basis of the information supplied by the special representative the conclusion must be reached that the Administering Authority not only retains the tribal system but utilizes it widely for purpose of administering the inhabitants of the Trust Territory. Instead of creating a system of self-government based on democratic principles, the Administering Authority has limited itself to a few purely bureaucratic measures for adjusting the tribal system to the purpose of local administration. . . .

All that has happened is that new labels, new tags, have been hung upon these chiefs.

That is a fresh restatement of the Soviet representative's constantly recurring theme, i. e., criticism of any administering authority for not wiping out overnight the tribal or the clan system and slapping into its place Western forms of governmental processes and structures. Doubtless the Soviet representative does express in this criticism the Soviet philosophy of government, but it is a philosophy with which my government cannot concur. My government believes that democracy consists in building upon the desires and consent of the governed. Democracy consists in the gradual and progressive development of a government foundation upon education and evolving understanding. But in my government's view, widespread and popular education offers the only sound foundation upon which a truly democratic government can be built. It is because my government has a profound belief and faith in democ-

racy, rather than dictatorship, that it believes that the clan or tribal system in which a people has been bred for centuries should not be torn out by its roots and replaced overnight by Western forms of government which they do not understand or desire. The supplanting must be a gradual and progressive development, based on education; and this takes time. Remember that the Pacific Islands trust agreement is only 2 years old.

The administering authority believes that development toward self-government or independence, to be permanently satisfactory, must be based upon active and intelligent participation by the population; and that such constructive participation on a territory-wide basis at the present time is impracticable in view of the primitive state of the vast majority of the population and the wide divisions and diversities between different cultural groups, caused and accentuated in most instances by their geographical separation. The administering authority, while anxious to promote the political advancement of the population, believes that any attempt to impose this advancement arbitrarily by law would be in violation of the obligation imposed by article 6 of the Trusteeship Agreement which requires the administering authority to give "due recognition to the customs of the inhabitants in providing a system of law for the territory."

This brings me to the second fundamental divergence in thought between the Soviet Government and my own. The Soviet representative said yesterday (p. 51)⁵ that "no one should be confused and no one should be fooled by the statement that the Administering Authority has seemingly introduced a so-called system of municipalities." In his view, apparently, the promotion of the political advancement of the population demands the imposition overnight from above of a full-fledged territory-wide government, participated in, if not run, by the indigenous population, and that the institution of municipal organizations is not the way to go about it. With such a view my government profoundly disagrees.

I think it is clear that down through the centuries the development of self-government begins with local areas. Long before any feeling of national consciousness develops there must be a development of unity of thought and organization in local communities. The nation of Italy was a comparatively late development. Italy grew out of the earlier city states. The nation of France grew out of earlier feudal units and local organizations. So did most of the nations of Europe.

In the Pacific Islands it seems abundantly clear that if there is to be a sincere and honest attempt, in the words of article 76 of the Charter, "to pro-

mote the political . . . advancement of the inhabitants of the trust territories and their progressive development towards self-government," the only possible practicable way to begin is through the organization of municipalities. Remember, as the report points out, that the inhabitants living in an area of some 3 million square miles and separated by wide cultural diversities today have no common national unity. They are separated by deep prejudices and local jealousies as well as by immense distances. Surely it must be clear that if the foundation is to be soundly laid for any system of self-government, one must begin with local areas, with individual islands, with municipalities. It is true that not all municipalities are now organized on a representative basis. We have endeavored to build upon the best of the existing indigenous governmental structure. However, many democratic elections have been held and the fact that approximately 80 percent of the indigenous inhabitants of voting age enjoy some form of suffrage it is a clear indication that progress is being made in gradually remolding the local government.

The administering authority has started self-government in the local communities—which is where self-government started in the great democracies of the Western world. It has already begun expanding this through regional advisory bodies such as the Palau congress, the conferences of magistrates in Yap and in Ponape, and has indicated its intention of progressively extending the sphere of indigenous participation as the population becomes prepared to assume such responsibilities.

The administering authority has accordingly already begun using the indigenous inhabitants in important regional and district positions, including the justice and superior courts, as has been explained by the special representative.

Yesterday in spite of this, the Soviet representative said (p. 47) : "The Administering Authority has not taken the necessary steps to bring the indigenous population of the Territory into the political, legislative and judicial organs of the Territory at all stages and in all posts, particularly in the case of the judicial bodies. Not only has it not taken the necessary steps, but it has not taken any steps in this regard." This is clearly contrary to the facts.

The plan of the administering authority for developing self-government, as explained by the special representative, is, first, to develop self-governing municipalities; also, as it becomes possible progressively to increase the powers of regional or district bodies, and finally, in time, to develop territory-wide organs of self-government in which the indigenous inhabitants will play a substantial if not a major part.

Yet the representative of the Soviet Government calmly announced (p. 47) that: "From the report submitted by the Administering Authority,

⁵ Page numbers in parentheses refer to UN doc. T/P. V. 182.

as well as from the replies given by the special representative, it becomes quite clear that the Administering Authority does not intend to introduce any measures which would provide for the participation of the indigenous inhabitants of the Trust Territory in the executive, legislative, and judicial organs of the Territory." That is also a clear misstatement of fact.

There remains to consider the Soviet comments with regard to the economic and the educational fields. Much of what I have already explained applies to the economic field. In my opening statement I made clear that my government is seeking from the islands no financial gain or advantage for itself or its nationals. Not a single penny of profit goes from the islands to the United States Government. Instead, my government is spending large sums for the welfare of the inhabitants. To assist the people in the marketing of their copra and other island products and in the bringing in of such goods as they need, the Island Trading Company was organized. All the profits from this organization go to the welfare and support of the island peoples.

As more than once explained by the special representative and as set forth in the report on page 155, this is an interim arrangement until such time as the inhabitants of the various localities are in a position to carry on these functions on their own account. It is my government's desire to encourage and assist the local people to achieve this goal as soon as practicable. The island inhabitants are taking a very active part in economic activities on both the district and local levels, where they are conducting the retailing and have even organized wholesale companies to such an extent that the Island Trading Company has been able to withdraw completely from the Saipan District and to curtail its activity in other districts so that the inhabitants may themselves carry on the work. The company's prices, as stated on page 29 of the report, have been fixed so as to provide a full opportunity for private enterprise to enter the commercial field. It is again shocking to hear the Soviet representative declare, as he did yesterday (p. 52), that "the Administering Authority has not undertaken the necessary measures to bring the indigenous inhabitants into active participation in the economic life of the area."

As to the wage scales in force in the Territory, it must be borne in mind that the indigenous economy does not depend primarily upon a price or "money" system. Special wage rates have been authorized in particular islands, such as the Saipan District, Kwajalein, and certain islands of the Majure Atoll, where the cost of living is higher than in most parts of the Territory because of greater dependence on imported food.

In most of the Territory, however, the supply of goods and services is integrated into the social system on a gift-exchange or community effort basis. Consequently, the comparison drawn between the average rates of wages and the money cost of certain items gives a totally unrealistic impression of the standard of living which a worker can maintain.

The statement of the Soviet representative (p. 53) that "it is impossible to conceive how a worker can live on such a beggarly wage" and again (p. 52) that the bulk of the population is doomed "to a beggarly self-starvation existence," are as unrealistic as they can be. The majority of workers do not live on wages, but on a subsistence basis. The inhabitants, as I can testify from personal observation, are living happy lives without shortage of food or other living necessities. Malnutrition is no longer in evidence in the Territory.

As to the ability of those receiving low wages to obtain education for their children, attention is invited to page 61 of the report, where it is stated that no school fees are required in the public school system and that the granting of scholarships calculated to cover living expenses of advanced students is a widespread practice.

The Soviet representative uses this same unrealistic approach to prove from the case of teachers the existence of racial discrimination. He makes much of this (p. 56), as he did in his similar comments on the other reports. May I stop for a moment to explain that if education is to be pushed at a rate which my government believes it should be pushed, it is an absolute necessity for an administering authority to bring to the Trust Territory teachers to give the necessary instruction at the indigenous teacher training school, the medical school, the dental school, or the nursing school. Apart from a few consecrated missionaries, unless the administering authority is prepared to pay the prevailing rate of wages of the country from which they are brought, none will consent to come. American teachers cannot be brought to the Pacific Islands unless they are paid wages no less than those they could get for jobs at home. Yet, through this interim period, to pay indigenous teachers the same rate of wages would completely upset their positions in the local economy and would raise the cost of education to such astronomical proportions that either the number of indigenous teachers must be cut to a ruinous and shocking level or else education would bankrupt the community. Of course, it is very clear that the imported and the indigenous teachers are performing services, each needed and valuable, but altogether different. The problem is clearly not one of racial discrimination nor of disregard of article 76 (c) of the Charter of the United Nations.

The representative of the Soviet Union has criticized the educational facilities in the Trust Territory. He said yesterday (p. 66): "It is quite obvious that in view of the beggarly wage paid to

teachers the entire question of education is at an unsatisfactory stage. . . . The Administering Authority further does not take the necessary steps to create conditions which would make it possible for the inhabitants of the Trust Territory to obtain a secondary or higher education."

A mere glance at the United States report makes clear that here is another misstatement. As shown by the figures on page 58, within the short time since the Trusteeship Agreement has come into force, the administering authority has established a free public school system. Elementary schools are located throughout the Territory and an excellent teacher training school has been established at Truk. As shown in the report, out of an indigenous population of some 50,000 people, no fewer than 9,300 children and others are at school. Not only has it established elementary schools, intermediate schools, and schools for advanced training of teachers, medical assistants, dental assistants, and nurses, but also, as explained by the special representative, the administering authority is assisting certain students in obtaining higher education in Hawaii.

May I say just a word with regard to the confusion which arose yesterday during the discussion by the representative of Iraq in considering the educational statistics appearing on page 104 of the report. As becomes evident from a study of these figures, the number of children of school age includes only those from 6 to 16 years. This is the age range served primarily by the elementary schools. The enrollment in the intermediate schools and the advanced professional schools naturally include students whose age is above 16. I think that this is the explanation of the confusion which arose yesterday.

In conclusion, may I refer successively to a number of unconnected comments and observations:

The suggestion that the head tax should be replaced with a "progressive" tax system or at least a tax system which would take into consideration the property qualification and the ability to pay of the population, does not, in the opinion of my government, give sufficient weight to the primitive nature of many of the communities in the Trust Territory. The head tax is one of the simplest and most practicable to assess and helps to bring home to all elements in the community their responsibilities and their participation in the expense of government. It should be noted that, as pointed out in the report, this is by no means the only form of tax in force in the Territory. The question of ability to pay has not been disregarded in building the tax structure nor even in the case of the head tax itself. As shown in answer to question 85 on page 36 of U.N. document T/359, provision is made for abatement of the head tax in the case of those not reasonably able to pay.

The representative from the Soviet Union has recommended that the budget for education and public health be increased. All of us would like to see education pushed. I submit, however, that my government has been generous in the amount it has already expended from its own funds for education and public health, as well as for other functions in the advancement of the Trust Territory, and that there is sound basis for the concern expressed in the Council over the risk involved in setting up more expensive governmental services than the people of the Trust Territory may be able to support.

The representative of the Soviet Union was slightly mistaken in his statement (p. 66): "The special representative has told us that there really is not a single individual in the Trust Territory who has obtained a complete secondary education, without even mentioning a higher education." I call the Council's attention to the statements of the special representative on this subject which will be found on pages 22-25 of U.N. document T/P.V. 181 and on pages 42-45 of T/P.V. 182. The special representative's words in the first instance were that there are "very few" and in the second instance that there are "comparatively few" of the indigenous inhabitants who have a higher education. As to the possibility of secondary education for qualified students beyond that offered in the intermediate schools, I call attention to the statement in answer to question 228 on page 81 of the report to the effect that qualified students may attend the United States Government high school on Guam.

Needless to say I cannot agree at all with the statements of the representative of the Soviet Union impugning the motives of my government and alleging that it has failed to submit sufficient information regarding the progress of the population. That there is room for still further improvement, we freely admit, but the question of our good faith and of the sufficiency of our accomplishments to date under the circumstances and the adequacy of the information submitted, I must leave to the judgment of the Council.

I appreciate the suggestion of the representative of the United Kingdom that larger type be used in the printing of the next annual report. I am inclined to agree with him. I shall be glad to pass this suggestion on to my government, and personally I hope that it will be possible to comply with the suggestion.

The manifest advantage of training indigenous nurses at the dispensaries where they would remain more nearly within their own environment has been apparent to the administering authority and carefully considered. To date, however, the possibilities of broader training at a large hospital have appeared to counterbalance the disadvantage of removing the nursing standards from their own environment. This is a question which we shall continue to study.

The suggestion of the representative of Iraq that the seat of government be transferred to the Trust Territory is one which has been under consideration by the administering authority for some time. The logic of it is clear. Initial practical difficulties of housing, transportation, and communications have prevented making the transfer as yet. The matter is now under very active consideration by the administering authority.

The bringing of representatives of the indigenous people into the central government in an advisory capacity is, as has been stated, in accord with the plans of the administering authority. The important thing is to make sure that the persons brought in are truly representative of the area. How soon this can be done will obviously depend upon the development of a broader community of interest and understanding of overall problems on the part of the indigenous inhabitants.

The suggestion of the representative of the Philippines that a stabilization fund should be created for the protection of copra producers is one involving the very delicate question of judgment. The complications of operating such a fund and the difficulty of forecasting the copra market on any accurate basis have made the creation of such a fund appear to the administering authority to date to be less desirable than the simpler method now followed. As indicated by the special representative, there has been a recent drop in the copra market which may have a very serious effect on this whole matter. I am sure, therefore, that the question of a stabilization fund will be further considered.

In connection with the concern of the Philippine representative over the proportion of the tax burden borne by the copra industry, I should like to call attention to the fact that copra is one of the most productive sources of cash income of the indigenous inhabitants as a whole, and that therefore in all justice it should bear a large portion of the tax burden and is in a better position to do so than less thriving, new industries which the administering authority is endeavoring to foster in order to broaden the economy.

I fear I have been unduly lengthy. My only excuse is that I have been dealing with problems which are not confined alone to the Trust Territory of the Pacific Islands. These are fundamental problems. They must underlie our thinking in much of the work of the Trusteeship Council. I am sure all of us understand their importance.

For the close attention given by the Council to the explanations given by the special representative and for the constructive and helpful suggestions which have been offered, my government wishes to express its appreciation.

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¹ Printed materials may be secured in the United States from the International Documents Service, Columbia University Press, 2960 Broadway, New York 27, N. Y. Other materials (mimeographed or processed documents) may be consulted at certain designated libraries in the United States.

The United States in the United Nations

[July 23-29]

Point 4

In the Economic and Social Council, now holding its ninth session in Geneva, the major event of last week was discussion of economic development of underdeveloped areas. After completion of general discussion, the Council asked its Economic Committee to outline a workable procedure for putting into operation a technical aid plan, to be submitted at this session. Debate on the plan was marked by endorsements from all those participating in the discussion except representatives of Poland and the Soviet Union, who expressed opposition to the plan.

Willard Thorp, the United States representative, gave the Council a detailed outline of the United States viewpoint on the question, traced the preparatory work done in this field within the specialized agencies and in the United States, and the valuable insight gained as a result into the complexity of the problem. The United States, he said, did not believe that the United Nations could spend usefully 36 million dollars as suggested by the Secretary-General for the first year. It believed that a maximum of 25 million dollars could be usefully spent for the first year and felt sure that a minimum of 15 million dollars could be made available.

Mr. Thorp suggested with regard to the method of establishing and collecting contributions for the program that once the General Assembly had finally decided on a specific program for the first year, it might be advisable for the United Nations to sponsor "a general technical assistance conference." He further suggested that this conference sit during or immediately after the fourth regular General Assembly session, that governments of states, members of all or any specialized agencies be invited to attend, and that such a conference be responsible for the negotiation and commitment of contributions. Mr. Thorp supported the Secretary-General's proposal to set up a "technical assistance committee" to achieve maximum coordination of the program, the committee to be made up of representatives of participating agencies.

With regard to capital investment, Mr. Thorp declared, "We must accept as a principle that, over

a time, local capital must play a dominant role in the development of underdeveloped areas" and he indicated that he considered a minimum of 80 percent of immediate development financing needs would come from the underdeveloped countries themselves. He stressed that it was essential, however, that foreign investment fill the inevitable gap. He felt that adequate investment funds were available and that the dearth of investment in past years was largely due to the fact that there had not been "adequate inducement to attract foreign capital into effective uses in underdeveloped areas."

Mr. Thorp declared that the United States would continue to promote foreign investment for economic development by supporting the activities of the International Bank and the Export-Import Bank, and by improving the climate for private foreign investment by negotiating conventions to relieve investors of the burden of double taxation. He stated that proposed legislation guaranteed United States private capital newly invested in productive enterprises abroad against some of the risks "peculiar to such investments," and he added that his government was studying possible changes of United States tax laws to further encourage the flow of capital abroad.

In conclusion, Mr. Thorp stressed that technical cooperation and capital investment processes were cumulative and that therefore an effective program was bound steadily to increase availability both of assistance and capital.

The Polish representative charged that the "bold new program" was an attempt to find outlets for United States private capital and would tend to deliver underdeveloped countries to the "mercies" of United States "monopolists." The U.S.S.R. representative charged that the colonial policies of the United Kingdom, the United States, and France were the reasons for "the core of the problem" of underdeveloped areas. The other countries taking part in the general debate pledged support for the proposed program.

Acting Mediator's Report on Palestine

Acting Mediator Ralph Bunche has reported to the Security Council that, now that the practical

application of the Security Council's truce has been superseded by effective armistice agreements voluntarily negotiated by the parties in the transition from truce to permanent peace and the Palestine Conciliation Commission is conducting peace negotiations, the mission of the mediator has been fulfilled. He suggested that the Security Council provide for the termination or the transfer to the Palestine Conciliation Commission, established by the General Assembly, of such functions as now remain to the position of mediator under Security Council resolutions.

Dr. Bunche included in his report suggestions as to the action which the Security Council might now consider it appropriate to take in the form of a resolution. If adopted, the Council would express the hope that the Arabs and Israelis would reach early agreement on all questions outstanding between them; would declare that the armistice agreement "renders unnecessary" the prolongation of the truce as provided in the Security Council resolution of July 15, 1948; would reaffirm the cease-fire order contained in that resolution; would request the Conciliation Commission with the assistance of the Chief of Staff of the truce supervision group to undertake the observance of the cease-fire and end the mediator's functions; and would request the Secretary-General to continue in existence such of the truce supervision organization as the Conciliation Commission requested.

Plan for an Arms Census

The Commission for Conventional Armaments began on July 25 the general discussion of the French plan for a census and verification of armed forces and armaments of member countries of the United Nations which had been approved by the Commission's Working Committee on July 18. An introductory statement by the chairman in which he appealed to the Union of Soviet Socialist Republics to cooperate in formulating an effective disarmament plan was followed by an attack on the French plan by the Ukrainian representative, Dmitri Z. Manuilsky. He maintained that the plan was unreal, unfair, hopeless, and impossible to implement. The United States, the United Kingdom, and France, he stated, could not convincingly attempt to separate the problem of disarmament from that of prohibition of atomic weapons.

The United States representative, Frank C. Nash, said the record of the Commission was an "unimpressive and unproductive one, due entirely to the Soviets' unwillingness to extend even the slightest cooperation." He contended the Soviet opposition was "bottomed simply on the Soviets' unwillingness to let the rest of the world know how far they have gone in arming themselves for the world conquest which is their avowed goal." "Complete acceptance" of the scheme by the United

States, he continued, followed careful consideration and recognition that any method which enabled exchange of precise and verified armed data and led to an atmosphere of real and lasting improvement in international relations "is worth any sacrifice or risks which may be involved in the disclosure of such information." Mr. Nash noted that atomic weapons had been placed outside the competence of the Commission for Conventional Armaments by a decision of the General Assembly, but that both questions were components of a related whole. The United States, he added, had gone far beyond the "mere exchange of information and verification" with its atomic energy proposals.

Trusteeship Council Round-up

The Trusteeship Council concluded its fifth session at Lake Success on July 22 and voted to hold its next session in January at Geneva. United States representative, Francis Sayre, abstained in the vote and pointed out that he did not favor holding meetings of the Trusteeship Council away from United Nations Headquarters.

As in previous sessions, the deliberations of the Council were concerned with how best to promote, in accordance with the United Nations Charter and the trusteeship agreements, the welfare and progress of the peoples, numbering over 15 million, living in 10 former mandated territories which have been placed under its supervision as trust territories.

Specifically, most of the 29 meetings were devoted to detailed examination of reports on three of these territories in the Pacific—Nauru, New Guinea, and the Pacific Islands administered by the United States as a strategic trust territory. This completed the Council's examination of the first annual reports on the administration of all of the ten trust territories under its supervision. The Council also considered 19 petitions submitted by individuals or groups appealing for Council intervention in their grievances. Other important subjects before the Council were the expansion of higher education facilities in the six trust territories in Africa, plans for visiting missions of the Council to go to West Africa in 1949 and to the Pacific area in 1950, the question of administrative unions involving trust territories and the reports of its first visiting mission to trust territories.

Agreement on Cease-Fire Line for Kashmir

Military representatives of India and Pakistan on July 26 reached full agreement on a cease-fire line of approximately 800 miles in the State of Jammu and Kashmir. This is the first time that a cease-fire line has been clearly defined since the Governments of India and Pakistan agreed to a cease-fire on January 1, 1949. Formal ratification by the two governments is expected within 4 days.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

U.S. Delegations to International Conferences

International Administrative Aeronautical Radio Conference

The Department of State announced on July 20 that the United States delegation to the second session of the International Administrative Aeronautical Radio Conference, scheduled to convene August 1, 1949, at Geneva, is as follows:

Chairman

Arthur L. Lebel, Assistant Chief, Telecommunications Division, Department of State

Vice Chairman

Edwin L. White, Chief, Aviation Division, Bureau of Engineering, Federal Communications Commission

Advisers

Aubrey E. Cole, Airways Operations Specialist, Civil Aeronautics Administration

Thomas N. Gautier, Assistant Chief, Upper Atmosphere Research Section, National Bureau of Standards

Donald Mitchell, Jr., Chief, Technical Branch, Aviation Division, Federal Communications Commission

Clinton A. Petry, Director, Frequency Division, Aeronautical Radio Incorporated

Robert H. Service, Captain, U. S. A. F., Directorate of Communications, Headquarters, United States Air Force

Edmond V. Shores, Airways Operations Specialist, Civil Aeronautics Administration

Walter Weaver, Frequency Engineer, Aeronautical Radio Incorporated

Secretary of the Delegation

Thomas J. Hunt, Division of International Conferences, Department of State.

Called by the International Telecommunication Union (ITU), the second session of the Administrative Aeronautical Radio Conference is expected to conclude a world-wide plan for the assignment of the channels in the high-frequency bands allocated exclusively to the aeronautical mobile service by the 1947 Atlantic City radio conference.¹ The first session of the Administrative Conference convened at Geneva on May 15, 1948, but adjourned for the purpose of permitting the individual na-

tions to make a more thorough study of their domestic requirements.²

The plan agreed upon at the forthcoming session will be forwarded to the Provisional Frequency Board of the ITU for incorporation into a general International Frequency List. This general list will be considered by a special ITU administrative conference, tentatively scheduled for October 1949.

High frequency communications are used for the vast majority of safety operational messages between aircraft in flight and aeronautical stations on the ground. United States civil domestic air transport operations alone constitute about one fourth to one third of the world's total. Since air transport operations are dependent upon air-ground communications for their safety and regularity, the United States considers the sessions of the Administrative Aeronautical Radio Conference of particular significance.

All member countries of the ITU have been issued invitations to attend the forthcoming session.

Fourteenth International Veterinary Congress

The Department of State announced on July 22 the United States delegation to the Fourteenth International Veterinary Congress scheduled to be held at London, August 8-13, 1949, under the auspices of the Royal College of London:

Chairman

Dr. B. T. Simms, Chief, Bureau of Animal Industry, Department of Agriculture

Delegates

Brigadier General James A. McCallum, Veterinary Corps, U.S. Army

Dr. James H. Steele, Chief, Veterinary Public Health Division, Communicable Disease Center, U.S. Public Health Service, Atlanta, Georgia

¹ BULLETIN of May 16, 1948, p. 649.

(Continued on page 157)

² BULLETIN of May 25, 1947, p. 1034.

THE RECORD OF THE WEEK

Public Opinion and American Foreign Policy

Address by the President¹

I am happy to be present at this Imperial Council Session of the Shrine of North America and to participate in your Diamond Jubilee celebration.

Among the many activities of the Shrine that have contributed to progress, I have always been especially interested in their program to aid crippled children. It seems to me that this program illustrates one of the best features of our way of life—concern for the unfortunate without discrimination as to race, color, or creed.

The people of the United States have never limited this attitude of concern for their fellowmen to the boundaries of our own country. As the activities of the Shrine in Mexico and Canada demonstrate, we join with the people of other countries in the relief of human suffering. Especially since the end of the war, Americans, through their churches and other organizations, and as individuals, have extended the hand of help and friendship to the unfortunate of many lands.

We do this because we think of the people of other countries as human beings, not as pawns in the game of power politics.

During the war, we established warm ties of comradeship and common purpose between ourselves and other peoples in the struggle against tyranny. We hoped that an enduring peace could be built on these ties of friendship. In part, these high hopes have not been realized. Leaders of some nations have cut off communications and built barriers of suspicion between their people and the outside world.

But, in spite of this, there persists in this country a sincere feeling of friendship and sympathy

for those peoples who have been cut off from us by force or political intrigue. We are convinced that if they were permitted to know the facts they would return our friendship.

We shall therefore continue in our efforts to help them learn the facts. We believe that the people of the world should have the facts, not only about ourselves, but about all the things that concern them most deeply. Only if men know the truth are they in a position to work for a stable and peaceful world.

In this country, where the facts are readily available, we have a special obligation to inform ourselves concerning world affairs and important international issues.

This is vitally important if our country is to carry out the responsibilities of world leadership that it has today. For, in this nation, foreign policy is not made by the decisions of a few. It is the result of the democratic process, and represents the collective judgment of the people. Our foreign policy is founded upon an enlightened public opinion.

The importance of public opinion in the United States is not always understood or properly evaluated. Public opinion in a country such as ours cannot be ignored or manipulated to suit the occasion. It cannot be stampeded. Its formation is necessarily a slow process, because the people must be given ample opportunity to discuss the issues and reach a reasoned conclusion. But once a democratic decision is made, it represents the collective will of the nation and can be depended upon to endure.

Those who rule by arbitrary power in other nations do not understand these things. For this reason, they do not realize the strength behind our foreign policy.

¹ Delivered at the Imperial Council Session of the Shrine of North America in Chicago, Ill., on July 19, 1949, and released to the press by the White House on the same date.

The major decisions in our foreign policy since the war have been made on the basis of an informed public opinion and overwhelming public support.

For example, in 1945, the people of our country were almost unanimously in favor of our participation in the United Nations. The Senate reflected that public sentiment when it approved the Charter by a vote of 87 to 2.

In 1948, after almost a year of discussion and debate, it was clear that a substantial majority of the people of this Nation approved our participation in the European Recovery Program. The Congress translated that approval into legislative action by a vote of approximately four to one.

Our people continue to support the United Nations as fully as they did 4 years ago, in spite of the fact that some nations have obstructed its work through the misuse of the veto. We want to improve the United Nations. This desire was expressed in Senate Resolution 239, which called for the strengthening of the United Nations and the development of regional and other arrangements for the mutual defense of the free nations. This resolution was approved by the Senate last year by a vote of 64 to 4.

As a means of carrying out these desires of the people for stronger support of the principles of the United Nations, the North Atlantic Treaty has been negotiated and is before the Senate. The Senate is now engaged in discussing the treaty with the deliberation and close attention that is part of the democratic process. All points of view have been made known. Public opinion among our people is overwhelmingly in favor of ratification of the treaty, and I am sure that the Senate will give its approval.

These momentous decisions are the decisions not of the government alone, but of the people of the United States. For this reason, it is clear that this country will steadfastly continue, together with other nations of like purpose, along the path we have chosen toward peace and freedom for the world.

The formation of foreign policy on the part of the democratic nations may be a slow and painful process, but the results endure.

It is only in the totalitarian states, where all decisions are made by a few men at the top, that foreign policies can be reversed or radically altered in secrecy, or changed abruptly without warning. Between totalitarian states, disagreements can suddenly become open conflicts, and allies can change into enemies overnight. The democratic nations, by contrast, because they rely on the collective judgment of their people, are dependable and stable in their foreign relations.

Today, the great quest of mankind is for a world order capable of maintaining world peace.

Just as the democratic nations formulate their

foreign policies after due consideration for the opinions of their citizens, so they formulate their plans for international order with due regard for the independence and the sovereignty of other nations.

The kind of world organization for which this nation and the other democratic nations are striving is a world organization based on the voluntary agreement of independent states.

We are familiar, in our own history, with this kind of organization. Our country began as a federation—an association of local, democratic sovereignties within a larger whole. The existing states, whether large or small, were brought together on the basis of voluntary agreement.

This principle of mutual respect and voluntary agreement is essential to the creation of a strong, world organization for maintaining a just peace. In this respect, associations of nations are like associations of individuals—they will not survive and prosper unless the rights and the integrity of the members are respected.

This is the principle on which the United Nations is based. The United Nations is designed to give every nation a share in forming decisions on world issues. Such an organization will have its difficulties. We all know, from our experience in business, in unions, cooperatives, or fraternal groups, how much hard work and honest give-and-take is required to make this kind of organization successful. But we also know that in the long run an organization based on voluntary agreement among its members will command greater loyalty, speak with greater authority, and have a greater chance for success than any other kind. We must therefore continue to support and continue to improve the United Nations as the way to lasting peace.

In contrast to the United Nations is the concept of a world order based on the rule of force. In the past, attempts to organize the world by force have always failed. The most recent failure was the attempt of Nazi Germany to establish European unity through the rule of force. This attempt to create an empire by conquest lasted only a few years.

In spite of the record of history, the leaders of some nations today appear still to be relying on force as a method of world organization. Their doctrine calls for the destruction of free governments through the use of force and the effort to create class warfare. To achieve their aims, they make a false appeal to men's sense of justice; they play upon the common desire of men to improve their condition of life.

But, in practice, this system of world organization is no better than the old tyrannies that have failed. It is incapable of satisfying the needs and desires of men for a better life. In its inner structure, it manifests the fatal weaknesses of all dictatorships. Within the circle of its control today, tensions and conflicts appear to be increasing.

ing. It may have temporary triumphs, but in the long run it must either destroy itself or abandon its attempt to force other nations into its pattern.

Some people would have us believe that war is inevitable between the nations which are devoted to our concept of international organization and the concept which now bears the name of Communism. This is not the case. I am optimistic as I look toward the future, because I believe in the superior attraction for men's minds and hearts of the democratic principles which have been tried and tested in free nations, and which are now winning the allegiance of men throughout the world.

In the battle for men's minds our faith is more appealing, more dynamic, and stronger than any totalitarian force. The world longs for the kind of tolerance and mutual adjustment which is represented by democratic principles.

This country has had a revolutionary effect in the world since it was founded. Our democracy was born in a world of absolute monarchies. The idea which we made a living reality spread throughout the world and brought the day of the absolute monarchy to an end. We have always been a challenge to tyranny of any kind. We are such a challenge today.

Our idea prevailed against the absolute monarchies of the nineteenth century. It is prevailing against the new and more terrible dictatorships of the twentieth century.

The reason is clear. Our idea of democracy speaks in terms which men can understand. It speaks of opportunity and tolerance and self-government. It speaks of the dignity of the individual, his freedom of conscience, and the right to worship as he pleases. It does not exact blind loyalty to false ideas or improbable theories. It does not make a god out of the state, or out of man, or out of any human creation.

The world is tired of political fanaticism. It is weary of the lies, propaganda, and hysteria created by dictatorships. It is disgusted by the practice of torture and political assassination. It is sick of the kind of political allegiance which is inspired solely by fear.

Men want to live together in peace. They want to have useful work. They want to feel themselves united in brotherly affection. They want to enjoy that great privilege—a privilege denied to millions throughout the world today—the right to think their own thoughts and to have their own convictions.

These desires of mankind are satisfied by the democratic principles which we have put into practice. These principles are at work today as they were in the past. In the conflict that exists throughout the world, these are our greatest advantages. They should give us confidence that we shall eventually succeed in establishing the kind of

international organization to preserve the peace for which men yearn.

In working toward this goal, we must act wisely and steadfastly. We must realize that many dangers yet lie ahead, and that there are many tasks and problems which will be difficult to master. We must also preserve in this country full enjoyment of those basic democratic principles which are our greatest assets.

In this period of history when our country bears the major responsibility of world leadership, our domestic and foreign policies are inseparable. We must maintain a strong and stable economy as the basis of our own well-being and as the primary source of strength of the free world. We must also support economic health and democratic ideals in other countries, if we ourselves are to remain strong and prosperous.

Both these objectives require action now.

We must take proper steps to see that our economy moves safely through the present transition period, and that employment and production start expanding again. If we were to make our plans on the assumption that employment and production will get smaller, we would only make matters worse and waste much of our potential economic strength. What we must do, instead, is to make all our plans, private and public, in such a way as to give us more jobs and more output. This is the way toward a stronger economy.

Furthermore, we must take action to insure that the hard-won economic recovery of other free nations does not revert to stagnation and despair. One of the most foolish things we could do right now would be to slash our appropriations for European recovery. If we did that, we would be deliberately throwing away gains for peace and freedom that we have painfully made. Only the Communists would profit if we took such a short-sighted course.

We have been making progress in working toward peace and freedom because we have been willing to make the investment that was necessary. It would be disastrous now to change our policy and settle for halfway measures.

It would be disastrous to lose or impair the understanding and support we have gained among the other democratic peoples. These are priceless assets in the great task of constructing a peaceful and orderly world.

The kind of peace we seek cannot be won at a single stroke or by a single nation. Peace worthy of the name can be assured only by the combined effort of many peoples willing to make sacrifices in the cause of freedom.

The peoples of the world look to the United States for the leadership of this great crusade for peace. We have not taken up this task lightly, and we will not lay it down.

We must go resolutely forward, step by step, toward the creation of a world in which we, and all people, can live and prosper in peace.

Senate Approves Ratification of North Atlantic Treaty

Statement by Secretary Acheson

[Released to the press July 21]

I am deeply gratified by the decisive vote given by the Senate in favor of the North Atlantic Pact.¹ The Senate's action follows months of vigorous discussion by the American people and weeks of searching, exploration, and debate by the Senate. I am sure that not only the Senate but the American people as a whole fully understand the Treaty and its implications for world peace. The decisive nature of the Senate vote makes clear to the world the determination of the American people to do their full part in maintaining peace and freedom.

Lausanne Negotiations Resumed

Statement by Secretary Acheson

[Released to the press July 20]

On July 18, 1949, the United Nations Palestine Conciliation Commission, which is charged by the General Assembly under its resolution of December 11, 1948,² with facilitating final settlement of all issues outstanding between Israel and the Arab states, reconvened in Lausanne after a brief recess. It will be recalled that the President on July 16 named Paul A. Porter as United States representative on the Commission, to replace Mark Ethridge, who recently resigned that position in order to resume his activities as publisher of the Louisville Courier-Journal.

Since the military phases of the Palestine question are now at an end, this government is convinced that there is no issue outstanding between Israel and the Arab states which is not susceptible of solution by peaceful means. In fact, it was to facilitate such solution that the Conciliation Commission was established by the General Assembly.

Now that the positions of both parties have been fully defined in previous sessions of the Commission, it will materially advance the task of the Commission if both the Israeli and the Arab delegations return to Lausanne with full authority to enter into constructive and effective negotiations. It will also greatly facilitate the Commission's

¹The vote in the Senate was 82 for and 13 against approval.

²BULLETIN of Dec. 26, 1948, p. 793.

task if both sides will now extend their exchange of views to all problems covered by the General Assembly resolution of December 11, in order to make possible a simultaneous and balanced approach to the closely related problems of territorial settlement and disposition of the refugees from the hostilities.

The internal stability and the economy of both the Arab states and Israel have been adversely affected by the recent conflict in Palestine. An early settlement of the outstanding issues will speed the day when both sides are in position to devote their energies and resources to the restoration of conditions of equilibrium and stability. The United States Government, through its representative, Mr. Porter, stands ready to extend firm and impartial assistance to both sides to reach a settlement which will speed this objective.

Developments in Church-State Conflict in Czechoslovakia

Statement by Secretary Acheson

[Released to the press July 20]

During the past month the present regime at Prague has taken further measures in accordance with the system prevailing in the satellite states of Eastern Europe to suppress freedom of religion in spite of the fact that Czechoslovakia was an original signatory to the United Nations Charter. All members of the United Nations have pledged themselves to promote respect for and observance of, human rights and fundamental freedoms. The United Nations has been engaged through the Universal Declaration of Human Rights and the draft Covenant on Human Rights in an effort to obtain agreed standards of those rights and freedoms. The acts of the present Czechoslovak regime directed toward the tyrannous domination of religious organizations by the police state are clearly contrary to these standards and as such are deplored by the Government and people of the United States.¹

Address by George C. McGhee

On June 27 Assistant Secretary McGhee delivered an address on the subject of progress in Greece before the Pan-Laconian Federation, Washington, D.C. Text was issued as Department of State press release 491.

¹BULLETIN of July 11, 1949, p. 30.

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The Inter-American System in the World Scene Today

by Willard F. Barber¹

Senator Vandenberg has said that the Inter-American Treaty of Reciprocal Assistance signed at Rio de Janeiro on September 2, 1947, is "sunlight in a dark world." Let us consider that document.

The Treaty has a triple aspect:

A. It is under the United Nations a regional arrangement for the maintenance of peace and security under articles 52 through 54 of the Charter. It invokes the right (in article 51) of individual and collective self-defense against armed attack, pending action by the Security Council.

B. It states that an armed attack by any state against one American State is an attack against all. An armed attack upon an American State within the area described in article 4 of the treaty or within the territory of an American State outside the area, obliges the signatories to assist in meeting the attack, as well as to consult. The nature of the help which they are pledged to render will be determined by each state pending a consultation to decide upon the collective measures required of all. Thus the right of self-defense in article 51 of the Charter becomes an obligation under the Rio treaty. Decisions taken by a two-thirds vote are binding on all parties, including those not concurring, except that no state is required to use armed force without its consent.

C. It provides for consultation in the event of an act or threat of aggression or of any other fact or situation which might endanger the peace of the Americas and affects the inviolability, territorial integrity, sovereignty, or political independence of an American State.

Years of Development

These forthright treaty obligations were not signed at Rio in an outburst of hemispheric senti-

mentality. On the contrary. The treaty was not an outburst, but an outgrowth which has been steady and cumulative in the more than 50 years of development of the Inter-American system. Furthermore, it is based on the trial-and-error method, hammered out through years of actual practical experience. It is an outgrowth, not an outburst. It does indeed offer sunlight in a dark world.

From our own national point of view, if I may be permitted a reminder, the bipartisan approach to the foreign policy of the United States, which is now so widely acknowledged and approved, has prevailed for some time in the Inter-American area.

The Practice of Consultation

It was at the Inter-American Conference of Buenos Aires in 1936 that the principle of consultation was agreed to in the event that the peace of the Americas was threatened. This was, therefore, an important milestone in establishing the machinery for implementing the basic policy of hemispheric solidarity.

The consultative procedure originating in 1936, confirmed at Lima in 1938, and manifested during the war years by meetings in 1939 at Panama, in 1940 at Habana, and in 1942 at Rio de Janeiro, contributed substantially to Inter-American security. It was also broadened to apply to other situations than those affecting security. In fact, under the Charter of the Organization of American States (Oas) consultation may be invoked, with the majority approval of the Council of the Oas, for any problem of an urgent nature and of common interest to the American States.

The Doctrine of All for One And One for All

At Habana in 1940, the consultative procedure produced a resolution that an attack upon one

¹ Excerpts from an address delivered at the Round Table on Latin America of the first annual conference on American foreign policy at Colgate University, Hamilton, N. Y., on July 23, 1949, and released to the press on the same date. Mr. Barber is Deputy Assistant Secretary for American Republic Affairs.

American state by a non-American state would be considered as an attack upon all of them. This was none too early as a security measure, for it was in the very next year that Pearl Harbor was bombed.

Before the war was concluded, however, further steps to improve hemispheric security were taken. These steps reached a culmination with statements in the Declaration of Mexico and the Act of Chapultepec of 1945 that an attack upon an American State by any state constitutes an aggression against all the American States. The act went on to provide for consultation to decide upon the measures to meet such aggression, including the possible use of armed force. It was also recommended in the Act of Chapultepec that consideration be given to the conclusion of a treaty whereby attacks against an American State might be met by well-defined collective action.

It will be recalled that at the time of Chapultepec the Charter of the United Nations did not yet exist. Nonetheless that act provided that the treaty which might grow out of it should be consistent with the purposes and principles of the general international organization, when established.

At Rio de Janeiro in 1947, the resolutions on consultation, accepted in 1936, and the doctrine of "all for one," agreed upon since 1940, were brought together and considerably advanced by their incorporation into the Inter-American Treaty of Reciprocal Assistance. That it was not an isolated peak of inter-American solidarity is proved by the categorical repetitions of the same two concepts in the Charter of Bogotá signed in 1948.

The Rio Treaty

The all-for-one doctrine appears in articles 3 and 6. The Treaty establishes a clear obligation on the parties to take action in meeting armed attack; it requires consultation respecting other acts of aggression and any other situations affecting the security of an American State and endangering the peace of America. It specifies the procedure and organs through which the community of states will act and lists measures which may be taken against an aggressor. Each party is committed in advance to carry out decisions of the Organ of Consultation, although it may have voted against that decision, the sole exception being that its armed forces may not be used without a State's consent.

The Rio Treaty is open for signature by any American State. This includes Canada. Of the 21 American Republics, representatives of 20 have already signed. The life of the Treaty is indefinite.

The United States Senate approved the Treaty on December 8, 1947, 72 to 1. Our ratification,

deposited on December 30, 1947, was the second. On December 3, 1948, the Pan-American Union received the ratification of Costa Rica, the fourteenth, bringing the Treaty into effect with respect to the ratifying states. It was a pleasure and an honor to attend in person that epochal event.

Cuba and Chile have since deposited their ratifications.

It does not suffice for there merely to be agreement upon documentation and established machinery in order to maintain inter-American security. As was stated by the United States representative on the Council of the Organization of American States, on October 12, 1948,

"that structure of peace will fail to achieve reality . . . if it does not receive a constant and devoted use. Every threat to use force . . . undermining the reality of our Organization, and deserves the united condemnation of all our peoples. Every successful solution of international disputes in accordance with our established procedures and principles, on the other hand, makes our inter-American structure more real, and deserves our united applause."

Membership in the United Nations

All of the American States are members and supporters of the United Nations. As I have indicated, every effort is made to assure that the regional activities carried on through the Organization of American States and the written documents which they adopt are consistent with the aims, purposes, and provisions of the United Nations Charter. But the relationship, in fact, is considerably more constructive than it would be if merely maintained on the even keel of consistency. As Secretary Acheson said to the members of the Council of the Oas on Pan-American Day of this year:

"The Organization of American States is an element of strength for the United Nations, and conversely, the United Nations is an element of strength for the Organization of American States. All of us belong to both and are active in both. There are no divided loyalties here. We can honestly and sincerely serve the same cause in both the regional and the universal system."

Inter-American success in developing a security system for the Western Hemisphere and the close relationship between the Oas and the United Nations are areas in which we who have responsibility for developing and carrying out United States foreign policy in relation to the Americas feel that much has been accomplished and encouraging progress continues to be made. We are familiar with the concept of the growth of law and order through custom and precedent. Hence the value of a century of experience by the American States in learning, often by the "trial and error" method, to live together not only in the negative

sense of absence of conflict, but in constructive cooperation toward international well-being, cannot but have special significance.

The North Atlantic Pact

With this in mind, let us look at one of the most recent forward steps toward greater international security and peace: I refer to the North Atlantic Pact. There are several ways in which this collective self-defense arrangement among the countries of the North Atlantic area has been strongly influenced by principles and procedures developed by the American Republics. Of these there are three which I should like specifically to mention.

First is the concept of regional arrangements under the Charter of the United Nations. The representatives of the American governments at the San Francisco conference on organization of the United Nations actively supported the inclusion of this concept in the Charter, basing their efforts in this direction on our hemisphere experience and aspiration. In doing so they expressed viewpoints which had been emphasized, shortly before the San Francisco meeting, at the Mexico City conference of American States. Both the Rio Treaty and the North Atlantic Pact represent tangible consequences of this inclusion of the principle that regional arrangements for collective self-defense can assure practical measures for maintaining peace and security in harmony with the Charter of the United Nations.

In the second place, the principle that, within such a regional security arrangement, an attack on one of the parties should be considered as an attack on all of them has been incorporated in both the Rio Treaty and the North Atlantic Treaty. The significance of this concept for the countries of the Western Hemisphere had been increasingly recognized among them for a number of years and had been clearly expressed in the Act of Chapultepec of 1945.

Third, the principle that sovereign states with common problems should consult on means of dealing with them, which is incorporated in article 4 of the North Atlantic Treaty (as I indicated above) has long been recognized among the American States. Much of the significance of the growth of the Inter-American system lies in the strengthening of that principle through the development and utilization of specific procedures for such consultation. It is worth remembering that the value, both of an informal exchange of views and, if necessary, of a formal consultation among governments, is so well recognized and so well accepted among the 21 American States that it forms an integral part of the framework of the Organization of American States.

These are a few, and only a few, of the ways in

which inter-American factors have affected the creation of a security pact for the countries of the North Atlantic area. Let it be emphasized, however, that the underlying foundation on which all of these countries, North American, South American, and European, build their structures for peace is a common faith in the future of democratic government.

As Philip C. Jessup, Ambassador-at-Large, in an address to the Academy of Political Science on April 7, 1949, said:²

"It is worth noting that the criticisms of the North Atlantic Pact as a rival to the United Nations were not addressed to the Rio Pact of 1948. The Rio Pact had a very similar basis in terms of a regional arrangement relying heavily on Article 51 of the Charter. Perhaps when the Rio Pact was concluded, those interested in the United Nations remembered particularly that the conclusion of some such regional arrangement for the Americas was planned at the Chapultepec Conference of 1945 just before the United Nations meeting in San Francisco. The probability of its conclusion was very much in the minds of those who framed the Charter. The Rio Pact therefore seemed to many a reasonable development in no way in conflict with the Charter. It would be a mistake to underestimate the importance of the Rio Treaty just as it would be a mistake to minimize the importance of the North Atlantic Pact. But it would also be a mistake to assume that this Treaty dealing with the North Atlantic area endangers the United Nations any more than the Rio Treaty endangered the organization."

Effect of North Atlantic Pact on Inter-American System

What has been or is likely to be the effect of the North Atlantic Treaty on the Inter-American System and its Organization of American States? Before answering this question, I should like to quote from the remarks made by Secretary Acheson when, on April 7, he transmitted the North Atlantic Treaty to President Truman with the recommendation that it be submitted to the Senate for advice and consent to ratification:

"The North Atlantic Treaty is patterned on the Treaty of Rio de Janeiro. Its essence is recognition of the fact that an armed attack on any of the North Atlantic nations is in effect an attack upon them all. An attack upon any of them would not be designed merely to gain territory or nationalistic ends. It would be directed squarely against our common democratic way of life.

"The essential purpose of the treaty is to fortify and preserve this common way of life. It is designed to contribute to the maintenance of peace by making clear in advance the determination of

² BULLETIN of Apr. 17, 1949, p. 849.

the parties resolutely and collectively to resist armed attack on any of them. It is further designed to contribute to the stability and well-being of the member nations by removing the haunting sense of insecurity and enabling them to plan and work with confidence in the future. Finally, it is designed to provide the basis for effective collective action to restore and maintain the security of the North Atlantic area if an armed attack should occur."

In view of these purposes and our confidence that they will be realized, it is entirely clear that the outstanding effect of the North Atlantic Pact on the Inter-American System is to be found in the increased security which results from its deterring any potential aggressor who might wish to launch an attack aimed ultimately at the Western Hemisphere. Since the Rio and the North Atlantic treaties are designed to assure the maintenance of international peace and security, the former for the North Atlantic Community and the latter for the American Community, their complementary results are certain to be mutually beneficial. The area of potential aggression is thereby materially diminished, and the necessity that either treaty may have to be invoked is less likely.

It should be pointed out, I believe, that, although the net result of these two regional security arrangements within the framework of the United Nations Charter is to further our common aspirations for peace, the treaties on which they are based are separate documents and the obligations of each of the parties are only those which it has specifically accepted. No direct organizational connection between the two treaties is called for, nor is it now contemplated that any will be established.

As Senator Connally stated in the Senate on July 5 last:

"The North Atlantic Treaty is the logical outgrowth of the policies which we have evolved during the last few years. It follows naturally upon the commitments of mutual aid and collective self-defense undertaken by the Declaration of Chapultepec, the United Nations Charter, and the Rio Pact."

It is true that each of the two treaties calls for consultation in the event of any situation which threatens the territorial integrity, sovereignty of political independence of any of the parties to that treaty. Situations are conceivable under which this obligation might be invoked under both treaties. Although the chief point to bear in mind is that the existence of both treaties makes such a situation less rather than more likely to occur, the obligation of the parties to consult with other

governments is one which results from their having become a party to one or the other of the treaties. There is no increased obligation to the parties of the Rio Treaty because the North Atlantic Treaty has been formulated.

Differences Between the Two Treaties

There are certain differences between the two treaties. The Rio Treaty contains specific procedures with regard to consultation and voting which the Atlantic Pact does not have. The Rio Treaty specifies measures upon which, after initial measures of self-defense have been taken, the Organ of Consultation may agree. Any of these, except the use of armed force, may become obligatory on all parties to the Treaty if approved by two thirds of the states which have ratified the Treaty. On the other hand the North Atlantic Treaty obligates each party to take ". . . individually and in concert with the other Parties, such action as it deems necessary, including the use of armed force, to restore and maintain the security of the North Atlantic area." The Inter-American Treaty contains a provision, not found in the North Atlantic Pact, for procedures which are to be followed in the event of conflict between parties to the agreement. There are other differences of detail between these two great undertakings, but they do not obscure the fact that, as Secretary Acheson has said: "We joined with the other American Republics and we now join with Western Europe in treaties to strengthen the United Nations and insure international peace and security."

U.S. Information Service in Shanghai and Hankow Ordered Closed

Statement by Assistant Secretary Allen

[Released to the press July 18]

George V. Allen, Assistant Secretary for public affairs, on July 18 announced that the Department of State has been officially informed that United States Information Service offices in Shanghai and Hankow have been ordered closed by Chinese Communist officials.¹

Mr. Allen said:

This is a new and dramatic proof that Communist dictatorships, like all other dictatorships, strike out the free flow of information immediately on seizing power. Dictatorship and censorship go hand-in-hand.

Totalitarian regimes can exist only by holding their subjects in ignorance and by warping their

¹ U.S. Information Services were closed by the Chinese Communists as follows: Shanghai and Hankow, July 15; Peiping, July 19; Tientsin, July 20; and Nanking, July 23.

minds with a strictly controlled and one-sided picture.

Thus, it is that the United States Information Service in Shanghai and Hankow, dedicated to telling the Chinese people the facts about the United States, our aims and aspirations for world peace, is being suspended by the Communist captors, who realize that public enlightenment is their greatest enemy.

Number of Americans Residing In China and Hong Kong

[Released to the press July 22]

Consular district	Personnel		Total
	Official	Nonofficial	
Shanghai . . .	109	1,471	1,580
Canton . . .	76	707	783
		Canton 269	
		Other parts of Kwangtung Province 152	
		Kwangsi Province 102	
		Fukien Province 184	
Tsingtao . . .	5	47	52
Peiping . . .	49	149	198
Tientsin . . .	14	61	75
Mukden . . .	13		13
Dairen . . .	2		2
Hankow . . .	4	363	367
		Wunan area 96	
		Rest of Hupeh Province 20	
		Honan Province 16	
		Hunan Province 77	
		Kiangsi Province 150	
		Shensi Province 4	
Chungking . . .	14	276	290
Kunming . . .	6	180	186
		Kunming 88	
		Rest of Yunnan Province 62	
		Kweichow Province 30	
Tihwa . . .	5		5
Taipei . . .	38	84	122
Nanking . . .	125	75	200
Hong Kong . . .	53	1,070	1,140
		Hong Kong 1,070	
		Macao 17	
TOTAL . . .	513	4,500	5,013

¹ No recent break-down by provinces.

² Approximate number.

Discussions With Mexico on Petroleum Development Suspended

[Released to the press July 19]

United States and Mexican Government officials have continued their study of the subject of a loan of United States public funds for the devel-

opment of Mexican petroleum resources and for refining and distribution facilities.¹

These conversations have not to date resulted in an understanding between the two governments on a basis under which the desired financial aid would be extended.

The conversations have now been suspended at the request of the Mexican Government without prejudice to their resumption in the same spirit of friendly cooperation in which they have been carried out.

Air Transport Agreement With Dominican Republic

[Released to the press July 20]

The Department of State announced on July 20 that an air transport agreement with the Government of the Dominican Republic was signed in Ciudad Trujillo on July 19, 1949. This is the thirty-ninth such agreement concluded by the United States.

This agreement is of the so-called Bermuda type, upon which the great majority of the air transport agreements which the United States has concluded with other countries is based. The Bermuda type, adopted at a United States-United Kingdom air conference at Bermuda in 1946, provides for the "five freedoms" in air transportation.²

The text of the agreement will be released at a later date.

Negotiations for Supplementary Tax Treaty With Canada

[Released to the press July 22]

United States and Canadian tax officials expect to meet at Ottawa during the last 10 days of August to discuss the possibility of entering into a new convention modifying and supplementing provisions of the existing tax conventions signed on March 4, 1942, and June 8, 1944,³ which relate respectively to taxes on incomes and taxes on estates of deceased persons.

If basis for a new convention is found, a draft of its proposed terms will be prepared during the meeting and submitted to the two governments for consideration with a view to signing.

In preparation for the discussions, interested persons are invited to submit information and views as to possible betterment in tax relations with Canada in respect of income, estate, and gift taxes to Eldon P. King, Special Deputy Commissioner of Internal Revenue, Bureau of Internal Revenue, Washington, D. C.

¹ BULLETIN of Apr. 10, 1949, p. 466.

² BULLETIN of Apr. 7, 1946, p. 584.

³ BULLETIN of June 10, 1944, p. 543.

Visitors to U. S. Under Travel-Grant Program

The following persons have received grants-in-aid to visit in the United States, which are arranged by the Division of Exchange of Persons of the Department of State:

British Scholars

Six British scholars will arrive in the United States during the next month on travel grants under the terms of the Fulbright Act, it was announced on July 5 by the Department of State. They are among the first of 59 scholars who will receive similar awards this year under this exchange program with the United Kingdom. Those arriving soon are:

Harry Cranbrook Allen, fellow of Lincoln College, Oxford, where he is dean and tutor in history, will teach at the summer session of the University of Minnesota, giving courses on eighteenth century England and on the history of Anglo-American relations.

Ronald Haydn Preston, warden of St. Anselm Hall, Manchester University, will teach during the summer at Union Theological Seminary which is a section of the summer session of Columbia University. Following the summer session, he plans to lecture at the Universities of Michigan and North Carolina.

Dr. Gilbert James Walker, professor of economics at the University of Birmingham, Birmingham, will give courses at the Harvard University summer school on economic planning in Great Britain and on business organization and control. Following the summer session he hopes to do research in connection with investigations pending before the Interstate Commerce Commission in Washington.

Dr. Daryll Forde, professor of anthropology at the University of London, will serve as visiting professor in anthropology at the second summer session of the University of California. He also plans to consult with colleagues at the Universities of Chicago, Yale, Harvard, and Pennsylvania before returning to England.

Dr. James Stuart Stewart, professor of New Testament language, literature, and theology at the University of Edinburgh, has accepted the Hoyt lectureship at Union Theological Seminary and also plans series of lectures at Princeton and McCormick Theological Seminaries and at the Pittsburgh School of Religion.

Brian Hackett, lecturer in landscape architecture at the University of Durham, England, will carry out research in his field at Cornell University.

Already arrived in the United States on similar grants are:

Dr. John Maclean Smith, tutor in medical pathology at Sheffield University, has been invited by Johns Hopkins Hospital as a fellow in the biological division of the Medical Department where he will do research in infectious jaundice in association with Dr. George S. Mirick.

Mr. and Mrs. William Gordon Ewing, director and professor of the department of education of the deaf at the University of Manchester, have been invited by Northwestern University to conduct courses in audiology and teacher training at the summer session of that institution.

These awards are made under Public Law 584 (79th Congress), the Fulbright Act, which authorizes the Department of State to use foreign currencies and credits acquired through the sale of surplus property abroad for programs of educational exchange with other nations. Since only foreign currencies are available, grants to foreign nationals to come to the United States are limited to round-trip travel, and expenses in this country must be met from other sources.

It is expected that additional travel grants under the program with the United Kingdom will soon be announced for 100 British students for attendance at American colleges and universities during the coming academic year, as well as for 250 British and American elementary and secondary school teachers to be exchanged under the British-American teacher exchange plan.

Awards to Americans, which may include round-trip transportation, tuition or a stipend, and a living allowance, will also be made to approximately 100 students and 37 professors and research scholars for study, teaching, or research in the United Kingdom during the coming academic year.

Rangoon Chemist

U Po Tha, professor of chemistry and dean of science at the University of Rangoon, has arrived in the United States to attend the summer session of Cornell University. He will also visit other American universities for consultation and research in the chemistry of plant products.

Colombian Housing Expert

Hernando Posada Cuellar, general manager of the Territorial Credit Institute of Colombia, recently arrived in Washington to spend 5 weeks in this country for the purpose of conferring with officials of the Housing and Home Finance Agency and other specialists in this field concerning housing problems. His visit has been made possible through a grant-in-aid from the Department of State awarded in cooperation with the Housing and Home Finance Agency.

Bolivian Agriculturalist

Eduardo Paloma, until recently Director General of Agriculture of Bolivia, now Assistant Director of the Inter-American Agricultural Service of that country, has arrived in Washington to confer with officials of the Department of Agriculture and to visit agricultural experiment stations in various sections of the United States. His visit, which is for a period of 3 months, has been facilitated by a grant-in-aid from the Department of State awarded in cooperation with the Department of Agriculture.

New Zealand Microbiologist

Lyle Brandon Fastier, research officer in microbiology at the Department for Scientific and Industrial Research of New Zealand, has arrived in the United States to study virus diseases at the George Williams Hooper Foundation of the University of California at San Francisco.

**American Exchange Scholars
to Far East and Greece**

It was announced on July 7 by the Department of State that eight American scholars will leave soon for the Philippines, New Zealand, Burma, and Greece to undertake teaching or research. They have been selected by the Board of Foreign Scholarships to receive awards under the terms of the Fulbright Act.

Philippines

Dr. Bernard Freeman Mann, resident in pathology, New England Deaconess Hospital, Boston, will serve as visiting lecturer in pathology at the University of the Philippines, Manila. His program will include lecturing to students of the junior and senior years, assisting in laboratory teaching, representing the Pathology Department in clinical conferences, serving as consultant to teaching hospitals and engaging in research and writing.

Dr. Fred Eggan, professor and chairman of the Department of Anthropology of the University of Chicago, will make a survey of the social organization and culture of the Mountain Province and will spend approximately three months in Visayan Island and in Mindanao to begin a study of cultural change in those areas as a foundation for more intensive future research by Filipino and American students.

Dr. Pauline Fertsch, assistant professor of psychology, University of Texas, will serve as visiting lecturer in psychology at the University of the Philippines, Manila.

Dr. Ruth M. Leverton, director of human nutrition and food research, Department of Home Economics, University of Nebraska, will teach nutrition at the Philippine Women's University, Manila.

New Zealand

Dr. Seldon Gale Lowrie, professor and head of the Political Science Department, University of Cincinnati, will be visiting lecturer in political science at the University of New Zealand.

Burma

Dr. Paul F. Cressey, professor of sociology, Wheaton College, who proposes to make a sociological study of the urban population of the City of Rangoon, will also be available for lectures in Far East history at the University of Rangoon.

Greece

Dr. Howard W. Beers, head of the Department of Rural Sociology, University of Kentucky, will serve as visiting lecturer in rural sociology at the Superior School of Agriculture, Athens. In addition to his lecture work at the school, Dr. Beers will consult with the Near East Foundation on coordination of its rural educational projects.

Dr. Arnold Whitridge, retired professor of history, arts and letters, Yale University, will lecture on American civilization at the University of Athens.

Americans interested in applying for Fulbright awards should write to the appropriate agency listed below; foreign applicants should write to the American Embassy in their country of citizenship.

For graduate study:

Institute of International Education
2 West 45th Street, New York 19, New York

For teaching at the college level, for advanced research, and for teaching in American schools abroad:

Conference Board of Associated Research Councils
2101 Constitution Avenue, N. W., Washington 25, D. C.

For teaching in national elementary and secondary schools abroad:

United States Office of Education
Washington 25, D. C.

Sales of Militarized and Nondemilitarized Surplus Combat Matériel

[Released to the Press June 21]

The following is a list of the sales of surplus United States combat matériel (militarized and nondemilitarized) effected by the Department of State in its capacity as foreign surplus disposal agent, during the months of August and October 1947, and January, April, June, August, September, October, November and December, 1948, as reported to the Munitions Division of the Department and not previously announced.

Country	Description of matériel	Procurement cost	Sales price	Date of transfer
Argentina	Submachine guns, and pyrotechnic projectors. Spare parts for: 90-mm. guns and mounts, generating units, optical instruments. Spare parts for flame throwers and ordnance matériel.	\$41,940.00 97,221.77 21,904.84	\$4,194.00 9,956.70 3,108.01	10/13/48 10/13/48 12/17/48
Australia	Cable system for M9A1 gun director . . . 1 swaging machine, spark plugs, thermo couplers, chafing rings, and miscellaneous aircraft accessories. (Australia, National Airlines).	68,775.00 8,020.92	8,459.40 8,020.92	12/17/48 8/ 3/48
Belgium	Ex-German vessel <i>Hagen</i> , demilitarized, to Belgian national. Ex-German vessel <i>Buzzard</i> , demilitarized, to Belgian national.	(Captured Enemy Equipment) C. E. E.	1,500.00 82,500.00	8/ 9/48 8/24/48
Brazil	Electronic equipment	13,750.55	2,754.31	12/ 9/48
Chile	Mortars, rifles, and rockets	26,369.41	2,628.06	12/29/48
China	Aircraft spare parts and accessories, radio equipment, photo equipment and hangar and field equipment. Spare parts for B-24 aircraft	180,386.78 23,824.34	7,987.22 2,382.43	8/11/48 10/26/48
Colombia	Ordnance matériel for aircraft	17,018.00	1,701.80	12/17/48
Denmark	Ammunition links	19,644.11	2,165.00	11/12/48
Finland	14 P-17 aircraft (trainer).	140,000.00	35,000.00	August, 1948
Haiti30-cal. ammunition	480.00	480.00	4/ 6/48
Hong Kong	Ex-German vessel <i>Tanga</i> and 4 E boats . . . Ex-German floating drydock #90 and 3 pontoons.	C. E. E. C. E. E.	300,000.00 652,800.00	6/ 8/48 10/ 8/47
Italy	Ex-German vessel <i>Volker</i> , demilitarized . . . 1-83-foot Coast Guard cutter	C. E. E.	15,000.00	6/11/48
Netherlands	1 AT-11 aircraft (trainer) to the Hong Kong and Whampoa Dock Co., Hong Kong.	140,000.00 70,445.00	6,000.00 11,750.00	12/20/48 8/16/48
Norway	Ex-German vessel <i>Lech</i> , demilitarized, to Italian national.	C. E. E.	125,000.00	6/22/48
Peru	Ex-German vessel <i>TF-20</i> , demilitarized, for scrap.	C. E. E.	9,380.00	6/28/48
Philippines	NAU-8 vessel to Norwegian national . . . Ex-German <i>NL-10</i> (net layer), demilitarized, to Norwegian national.	150,000.00 C. E. E.	125,000.00 77,000.00	6/ 7/48 6/ 8/48
Switzerland	Spare parts of gas masks, binoculars, telescopes.	39,057.71	5,178.35	12/1/48
United Kingdom	Miscellaneous aircraft engine parts, instruments, and radio equipment. 1 B-25J, demilitarized (non-flyable), to FEATI flying school. 2 YMS (motor mine sweeper), demilitarized, to Luzon Stevedoring Co. for salvage.	37,890.38 148,212.00 1,300,000.00	37,890.38 250.00 1,000.00	6/18/48 6/24/48 6/3/48
Uruguay	100 P-51 aircraft	5,248,900.00	400,000.00	11/8/48
Venezuela	30 P-51 aircraft	1,574,670.00	120,000.00	10/7/48
	5 LCI's, demilitarized, to British national for scrap.	2,050,000.00	8,055.00	8/18/48
	1 LCI, demilitarized	410,000.00	100,000.00	6/16/48
	6 PCE and 9 PTC (patrol craft), 2 LCI, 16 LCT, 5 YMS, demilitarized, to British national.	18,339,650.00	286,000.00	Jan., 1949
	Miscellaneous ordnance equipment . . .	43,288.94	2,647.12	9/3/48
	Spares and accessories for aircraft . . .	118,170.11	18,659.18	10/8/48

THE DEPARTMENT

Task of Disposal of Surplus Property abroad Terminated¹

The Department of State announced on July 1
that the Office of the Foreign Liquidation Com-
missioner expired officially last midnight, thereby
accomplishing its mission, the sale of war-
generated surplus property in foreign areas, 6
months in advance of the expiration of the Surplus
Property Act of 1944.

During its existence the OFLC disposed of
slightly in excess of 10 billion dollars' worth of
war-generated surplus property located in foreign
areas for a return to the United States of approxi-
mately 2 billion dollars.

Thus, with the liquidation of this office and the
successful conclusion of the disposition of foreign
surplus, the Department of State points out that
this government office has accomplished its mis-
sion well in advance of the time authorized by
legislation.

THE FOREIGN SERVICE

Confirmation

On July 21, 1949, the Senate confirmed the nomination of
Edward B. Lawson to be American Envoy Extraordinary
and Minister Plenipotentiary to Iceland.

Veterinary Congress—Continued from page 144

Advisors

Colonel James C. Barta, Veterinary Corps, U.S. Air
Force

Dr. C. K. Mingle, Assistant in Charge, Tuberculosis Eradi-
cation Division, Bureau of Animal Industry, Depart-
ment of Agriculture

Dr. H. W. Schoening, Acting Chief, Pathological Division,
Bureau of Animal Industry, Department of Agricul-
ture

Dr. Maurice S. Shaham, Foot and Mouth Research Branch,
Pathological Division, Bureau of Animal Industry,
Department of Agriculture

Dr. W. T. S. Thorp, Chief, Comparative Pathology Unit,
Institute of Experimental Medicine, National Insti-
tute of Health, U. S. Public Health Service, Federal
Security Agency

The purpose of the Congress is to discuss the
application of modern methods of control or pre-
vention of disease in livestock. The discussions
will be augmented by field trips to research sta-
tions and schools of veterinary medicine. The
Thirteenth International Veterinary Congress
was held at Zürich in August 1938.

Immediately following this meeting, Dr. Simms
and Dr. Steele will represent the United States at
a meeting on foot-and-mouth disease, scheduled to
be held at London on August 15, under the aus-
pices of the Food and Agriculture Organization
of the United Nations.

¹ [Public Notice 11] 14 Fed. Reg. 3823.

THE CONGRESS

Legislation

Protocol Bringing Under International Control Drugs
Outside the Scope of the Convention of July 13, 1931, as
amended. Message from the President of the United
States transmitting a certified copy of the protocol,
opened for signature at Paris on November 19, 1948, and
signed on behalf of the United States of America on that
date, bringing under International control drugs outside
the scope of the convention signed at Geneva July 13, 1931,
amended by the protocol signed at Lake Success De-
cember 11, 1946, limiting the manufacture and regulating
the distribution of narcotic drugs. S. Exec. H., 81st Cong.,
1st sess. 11 pp.

Conventions and Recommendations Adopted at the Thir-
teenth Session of the International Labor Conference.
Message from the President of the United States trans-
mitting conventions and recommendations that were
n., 1948

PUBLICATIONS

Documents on German Foreign Policy 1918-45 Released

[Released to the press July 16]

The Department of State released on July 16 the publication in English translation of the first volume in the collection entitled *Documents on German Foreign Policy, 1918-1945*. The collection, which is under the joint sponsorship of the American, British, and French Governments, is being edited by scholars who have been directed by their governments to make an impartial and scholarly selection of all documents essential for an understanding of German foreign policy.

The editors have begun this work with Series D of the collection, covering the years 1937-1945. The volume released on July 16, which is the first of six dealing with the immediate origins of World War II, is entitled *From Neurath to Ribbentrop, 1937-38*. It includes documents on German relations with Austria from the agreement concluded between the two countries on July 11, 1936, through the annexation of Austria in March 1938. Other chapters are concerned with German relations with the other great powers and with the Holy See from September 1937 through September 1938. A second volume, to be published shortly, deals with German-Czech relations from October 1937 through the Munich conference of September 1938. The third volume, on the Spanish Civil War, 1936-39, is now being prepared for the printer. Selection has been completed of the documents which will be printed in the remaining three volumes carrying the story to September 1939; these volumes will appear in 1950.

A British edition of the first volume, printed by photo-offset from the American edition, will appear shortly. A French translation of some of the documents will appear later this year. Because of the mechanical difficulties of printing in Germany, the publication of the German originals, planned to coincide with the appearance of the English translation, will be delayed several months.

The captured archives of the German Foreign Ministry and of the Reich Chancellery are so voluminous that it is impossible to publish more than a fraction of the 400 tons of documents. Every document of any importance covering the period 1918-1945 has been or will be microfilmed. The three governments have agreed that when publication has been completed of documents dealing with a topic or period the relevant microfilms

of unpublished as well as published documents will be made available for research by scholars. Accordingly, all the microfilms on the topics covered in the volume published on July 16 will be placed in the National Archives as soon as practicable.

The American editor in chief is Raymond J. Sontag, professor of history in the University of California, Berkeley; he returns to his teaching duties this month and will be succeeded by Dr. Bernadotte E. Schmitt. John W. Wheeler Bennett was the British editor in chief when the documents included in this volume were selected; the present British editor is James Marshall Cornwall. The French editor in chief is Professor Maurice Baumont. The American editorial staff includes Professor E. Malcolm Carroll, of Duke University, Dr. James S. Beddie, of the Department of State, and Professor Paul Sweet, of Colby College.

The volume is for sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C. for \$3.25.

ECA Publishes Booklet on Information for American Businessmen on the Marshall Plan

[Released to the press by ECA July 13]

Publication of a new booklet, *Information for American Businessmen on the Marshall Plan*, was announced on July 13 by the Economic Cooperation Administration.

One section of the booklet, "Selling Under the Marshall Plan," outlines ECA's procedure in providing dollar credits for European economic recovery and again emphasizes that "The ECA does not buy or sell, book cargoes, route shipments or engage in any other phase of the actual buying and selling operations."

Other sections of the booklet include:

Names and addresses of foreign government purchasing missions procuring goods with ECA financing, with lists of commodities and services procured;

Names and addresses of foreign government missions engaged in the administrative details of the Marshall Plan, but doing no buying;

A list of United States Government agencies which upon occasion have purchased commodities with ECA financing, together with a list of commodities procured;

A chapter on "The Prospective Exporter";

A list of "Some Basic Information Sources" for prospective exporters.

Copies of the booklet are available upon request from the Office of Information, Economic Cooperation Administration, Washington 25, D.C.

Economic Report of the President Released

The *Midyear Economic Report of the President* was transmitted to the Congress on July 11, 1949, together with a report on "The Economic Situation at Midyear 1949" by the Council of Economic Advisers.

The report includes a summary review of recent economic developments, policies for economic stability and expansion, and a summary of legislative recommendations.

Copies of this publication (126 pp.) are sold for 60¢ by the Superintendent of Documents, United States Government Printing Office, Washington 25, D.C.

Caribbean Commission

The Tobacco Trade of the Caribbean, the fourth of the External Trade Bulletins being prepared and published by the Caribbean Commission, was published on June 5.

Tobacco, the book finds is one of the few commodities in which the Caribbean area can show a favorable balance of trade, although the ratio of exports to imports declined from 2:1 in 1935 to 3:2 in 1947.

As in other sectors of the Caribbean economy, tobacco is the raw material is exported and the manufactured product imported, and the tobacco industry is shown to afford partial evidence in support of the view that the rise of export prices is customarily outdistanced by the rise of import prices. The *Dairy Products of the Caribbean*, fifth in the series of External Trade Bulletins published by the Research Branch of the Caribbean Commission's Secretariat, was released on June 14, and deals with the question of dairy products of the area from the standpoint of trade alone.

This new publication now presents, for the first time in one volume, statistics of the area imports over 12 years, thus giving a fairly accurate picture of demand in the area. These statistics, naturally, provide some of the basic data required for the translation and implementation of any of the various plans put forward.

The Research Branch of the Central Secretariat has completed its first edition of the *Year Book of Caribbean Research*, as a part of the documentation for the second meeting of the Caribbean Research Council, Lawrence W. Cramer, Secretary General, announced on May 27. The meeting will be held in Kent House from May 27-30, 1949, under the chairmanship of H. J. Page, principal of the Imperial College of Tropical Agriculture, the present chairman of the Council.

The *Year Book* reveals that there are almost 800 projects and investigations, including some private

research projects, now under way in the Commission territories. It makes available to those engaged in particular research projects in the Caribbean, for the first time, a comprehensive picture of similar and related research activities being carried on in other parts of the area.

The projects are listed under the following heads: agriculture, forestry, fish and wildlife, medicine (diseases), public health, sanitary engineering, nutrition, sociology, statistics, economics, education, planning and housing, building, chemical technology, engineering, geodesy and surveying, and geology. Agricultural research, added Mr. Cramer, dominates the volume, representing more than half of the total projects.

Caribbean Commission publications may be purchased from the International Documents Service, Columbia University Press, 2960 Broadway, New York 27, New York; from the Central Secretariat, Kent House, Trinidad, or from the Commission's agents in various territories.

Volume on U.S. Participation in International Conferences Released

A publication entitled *Participation of the United States Government in International Conferences* has been released. The volume contains brief accounts of international conferences and meetings in which the United States Government participated officially during the period July 1, 1947-June 30, 1948, including the composition of the United States delegations.

Copies of this publication (375 pp.) are for sale by the Superintendent of Documents, United States Government Printing Office, Washington 25, D.C., for 65¢.

Recent Releases

The Signing of the North Atlantic Treaty. General Foreign Policy Series 10. Pub. 3497. vii, 66 pp. 50¢.

Includes proceedings of the signing of the North Atlantic Treaty, the remarks by the Foreign Ministers of the 12 signatory nations, the address by President Truman, and the text of the treaty in both English and French. Photographs of proceedings and the Foreign Ministers.

National Commission News, June 1949. Pub. 3520. 10 pp. 10¢ a copy; \$1 a year domestic, \$1.35 a year foreign.

The monthly publication of the United States National Commission for UNESCO.

United States Delegation Report on FAO. International Organization and Conference Series IV, Food and Agriculture Organization 1. [Documents and State Papers of June 1949] Pub. 3560. 15 pp. Free.

Gives background of the Food and Agriculture Organization, Conference action of the fourth session, and summary.

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Contributors

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